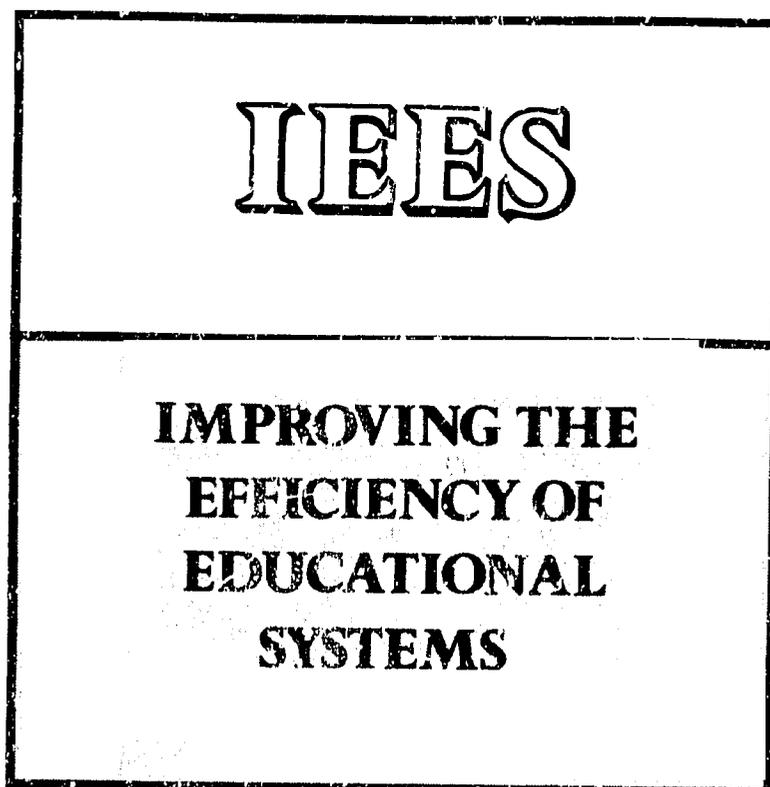


INDONESIA
EDUCATION AND HUMAN RESOURCES
SECTOR REVIEW
April 1986

CHAPTER TEN
NONFORMAL EDUCATION



Coordinated for the Government of Indonesia by the
Ministry of Education and Culture with USAID

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April 1986

Chapter Ten:
Nonformal Education

Coordinated for the Government of Indonesia by the
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INDONESIA EDUCATION AND HUMAN RESOURCES SECTOR REVIEW

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10.0 NONFORMAL EDUCATION

10.1 Introduction

The efficacy of nonformal education as a vehicle for national development has been challenged recently in international discussions of educational policy. Researchers and critics now charge that nonformal education has not contributed significantly to improving the economic and social prospects of the poor. Policy-makers and planners question whether the results produced by the varied range of out-of-school learning activities are sufficiently compelling to warrant wider investment in nonformal education as a strategy to promote development. Moreover, the commitment of many developing countries to nonformal education has been more rhetorical than real. In others, the scarcity of resources and the urgency of other priorities permit only token efforts in the area of out-of-school education.

None of this describes the situation in Indonesia. The commitment to nonformal education, as expressed in the growth of participation, allocation of resources, and development of program capacity, has been longstanding and significant.

In Indonesia, nonformal education is defined in the Broad Outlines of State Policy (GBHN) as any learning activity undertaken outside the structure of the school system that is designed in a deliberate and orderly manner, aimed at actualizing human potential in terms of attitudes, actions, and achievements, and leading toward the development of the complete personality of the individual and improvements in a community's standard of living and quality of life. The terms nonformal education and community education are used interchangeably in Indonesia.

Nonformal education embraces basic education (including literacy) as well as short-term vocational and business-related skills training occurring outside of school and aimed at immediate employment, self-employment, or improvement of income.

Nonformal education in Indonesia reflects a concern for socializing individuals to meet the rapid changes of modernization and for promoting a sense of national identity through common objectives and a national language. The outcomes of nonformal education are guided by a sense of purpose that is clearly not limited to the pedagogical or vocational domains.

The nonformal education subsector is characterized by the size and diversity of the clientele it serves and the varied settings in which it operates. Over 2,000,000 people from all of Indonesia's provinces are currently enrolled in the Government's major program of nonformal education. The largest proportion of these take part in community learning groups organized for the purposes of improving literacy and income.

Nonformal education in Indonesia, as in other developing countries, operates in search of compromise between often conflicting needs: the need for national consistency and outreach versus the need for local relevance and control; the need for competence in a national language versus the immediate need for learning that might be possible only in another language; the need for a basic level of general education versus the need for immediate acquisition of marketable skills; and the need for expanding access to educational opportunities versus the need for improving program quality, administration, efficiency, and

effectiveness.

This chapter reviews the current status of nonformal education in Indonesia. Nonformal education is then analyzed with respect to several major issues. Conclusions are drawn and a set of recommendations for policy and further research are offered. The focus of the present discussion is on the nonformal education activities undertaken by the Ministry of Education and Culture. Time and space do not permit a detailed analysis of the extensive array of activities undertaken by other ministries and nongovernmental organizations.

10.2 Status

The quantitative data for the present analysis come largely from statistics supplied by the Directorate of Community Education, Pendidikan Masyarakat (Dikmas), from statistics compiled by Balitbang Dikbud that are contained in Laporan Pendataan Luar Sekolah Pemuda dan Olahraga (1981/82), and from information contained in a 1981 evaluation of the First Nonformal Education Project. The statistical information from the first two sources is obtained from reports by Dikmas fieldworkers. The quality of these data is likely to be constrained by the enormous difficulties inherent in collecting information related to out-of-school learning, the onerous administrative pressures on the time of fieldworkers, and the likelihood of inflation of some of the numbers by some fieldworkers in order to meet management targets.

The 1981 evaluation of the Nonformal Education Project conducted by Balitbang Dikbud was a longitudinal, multi-methodological study of the impact of nonformal education in a sample of 35 villages. Comparisons

were made against a matched sample of 30 villages not participating in the national program of nonformal education. The study used careful sampling and data collection procedures, and the quality of information from this study is judged to be good. Findings of this study are discussed at appropriate places throughout the chapter.

10.2.1 Historical Background

The antecedents of Indonesia's present national program of nonformal education date from the adult literacy activities of the 1940s. What was a literacy campaign bureau in 1949 became the Department of Mass Education. This unit undertook adult education and community development activities in a small number of villages.

By 1972, the Directorate of Mass Education was offering courses in literacy, vocational training, women's education, and community leadership. It provided services for community libraries and for youth counseling and guidance. In 1972, about 600,000 young people and adults took part in some 18,000 courses of both short and long duration that were conducted throughout the country.

With the increased attention given to expanding access to out-of-school education under Repelita II, Pendidikan Masyarakat (then called Penmas) became part of a Directorate General for Out-of-School Education, Youth and Sports.

Beginning in the last decade, Penmas, now called Dikmas, began a concentrated period of institutional development and streamlining of its programs. With significant support from the Government and the World Bank, Dikmas has developed into the only national-scale program of nonformal education of its kind in the world. At the present in

Indonesia there are more than 2,000,000 people taking part in nonformal education.

10.2.2 Goals and Strategies

There has been substantial continuity since Repelita II with respect to the development of nonformal education in Indonesia. Development has reflected the Government's concern for eradicating illiteracy and, increasingly, for providing skills training to assist both illiterates and school dropouts to find employment or to improve income through self-employment.

Under Repelita IV, the Government's primary goals in this subsector are to expand access to basic education and income-generating training for those who have not attended school or who have dropped out prior to completing secondary school. Priority attention is to be given to providing basic education to illiterates aged 7-44, and to providing income-generating skills training for school dropouts aged 13-29. The government's goal is to reach 17 million people, including 12.3 million illiterates and 4.7 million school dropouts. The goal of compulsory basic education anticipates development of a complementary out-of-school route to primary school equivalency through Kejar Paket A and supplementary learning activities.

The Government's strategy for achieving these goals relies heavily on establishing and supporting learning groups in the community for basic education and for training in income-generating skills. The government's strategy links literacy training to participation in development activities, where the activities serve to illuminate the

need for literacy education and to provide a context for literacy to be functional. A major vehicle for the Government's strategy will be the programs offered by Pendidikan Masyarakat (Dikmas). The projected expansion of the number of learning groups supported by Dikmas will be made possible by continuing the improvement of Dikmas' organizational capacity and outreach that began under Repelita III.

The Government's strategy for expanding access to opportunities for nonformal education includes the production and distribution of 89 million booklets for basic education and a variety of supplementary materials. Repelita IV also mentions making greater use of mass communication, especially radio, for nonformal education.

The accomplishment of the Government's strategy for expanded access to nonformal education is being assisted by the World Bank through the Second Nonformal Education Project (1978-83), the Government undertook a major effort to strengthen the management capabilities of Dikmas, to put into operation systems for preservice and inservice training of Dikmas staff, to improve Dikmas' capabilities and facilities for training and materials development, and to develop a system for program monitoring and evaluation. The project cost about \$33 million, with the government paying \$18 million from its own budget and borrowing \$15 million from the World Bank. The project activities were concentrated in seven provinces. Under the Second Nonformal Education Project (1984-89), these activities will continue, with the concentration of effort being extended to 17 provinces. Emphasis will be placed on improving Dikmas' planning and programming capabilities, increasing staff and facilities at the provincial, kabupaten, and kecamatan levels, improving the

technical support capabilities of Dikmas' staff, and extending the outreach of Dikmas's programs. The project will cost \$71.5 million, of which \$43 million will be financed with a loan from the World Bank.

10.2.3 Structure of Nonformal Education

The nature of nonformal education and the size and complexity of Indonesia make it impossible to specify boundaries, enumerate elements, and indicate the many links in the structure of the nonformal education subsector. It is particularly difficult to distinguish between nonformal education and what may actually be formal training offered by entities outside the school system, and between nonformal education and community development, personal improvement, religion, or leisure activities that contain a recognizable dimension of incidental learning.

The structure of the nonformal education subsector revolves around a socio-psychological point where local initiative and resources intersect external initiative and resources. Local initiative and resources comprise both perceived personal and community needs and the existing resources for their satisfaction. The latter includes leadership and motivation within the community. Sometimes local initiative and resources are sufficient to organize and support out-of-school learning activities. More often, however, these activities are stimulated and supported externally. This can take the form of programs offered by governmental or non-governmental organizations. Local authorities -- especially the lurah (village head) and the Lembaga Ketahanan Masyarakat Desa (LKMD) (village development council) -- mediate competing program possibilities with local needs and preferences. Often, local authorities must respond to decrees from

higher authorities, usually the bupati (head of the kabupaten), concerning greater efforts toward eradicating illiteracy. Local authorities in many instances reportedly resort to applying pressure on individuals to take part in learning groups.

External initiative and resources comprise actions at the village level by different governmental and nongovernmental organizations. Nongovernmental programs are encouraged, but must be channeled through the LKMD. There are numerous links and points of cooperation between governmental and nongovernmental activity ranging from the national to the village level. These are described in more detail in section 10.2.3.3 below.

10.2.3.1 Government

For the purpose of the present discussion, the Government's programs will be considered in two categories; those offered by the Ministry of Education and Culture (MOEC), and those offered by other ministries.

Other Ministries. The activities of ministries other than the Ministry of Education and Culture constitute an important part of the nonformal education subsector. Although the focus of present discussion does not permit detailed analysis of this activity, it is important to try to identify and to estimate the magnitude of this activity relative to other parts of the subsector. Other than the Dikmas programs, the nonformal education programs offered by government that are most frequently encountered at the village level are those of the following ministries:

The Ministry of Agriculture

The Ministry of Social Affairs

The Ministry of Health

The training provided by the Ministry of Agriculture emphasizes extension as a means for educating farmers. The Ministry of Health offers training in the areas of primary health care and family planning in the form of outreach programs from rural health clinics. The programs of the Ministry of Social Affairs include vocational skills training conducted in village learning groups; these are similar to Dikmas programs. Other ministries are also involved in out-of-school learning activities. The Ministry of Interior sponsors nonformal education programs in many parts of the country. This Ministry reportedly relies on Dikmas to organize and supervise learning groups. The Ministry of Religious Affairs offers a program of community development education through about 6,000 Islamic pesantrens, which are formal schools. The Indonesian Volunteer Service Corps of college graduates (BUTSI), attached to the Ministry of Manpower, is also active in village-level learning activities.

Table 10.1 summarizes the training activities and expenditures for 1984/85 provided by Indonesian ministries in the area of nonformal education. This information was provided by BAPPENAS and reflects its judgement of what programs fall under the heading of nonformal education. These include skills training and programs of general education for the community. It does not include the training that ministries provide for their own personnel.

Ministry of Education and Culture. The Ministry of Education and Culture plays a central role in the nonformal education subsector. Major responsibility for nonformal education rests with the Direktorat General for Nonformal Education, Youth and Sports. The Direktorat

TABLE 10.1
NONFORMAL EDUCATION BUDGETS BY MINISTRY 1984/85

	Rupiahs (millions)
Ministry of Justice	366
Ministry of Trade	175
Ministry of Agriculture	500
Ministry of Industry	800
Ministry of Education and Culture Dikmas	24,000
Ministry of Health	350
Ministry of Manpower	400
Ministry of Social Affairs	1,150
Ministry of Cooperatives	225
Ministry of Transmigration	50
Total	18016

Source: Bappenas

General consists of five directorates. These directorates have representatives at the provincial level. The lines of authority and cooperating links are summarized in Figure 10.1.

The Directorate of Community Education (Dikmas) is the divisional unit responsible for nonformal education in the education sector. Dikmas is a large organizational structure with administrative functions performed at the national, provincial, district (kabupaten), and subdistrict (kecamatan) levels.

The heads of Dikmas operations at the provincial level are called Kepala BPMs in the Nonformal Education Project provinces and Bidang Dikmas in others. Kabupaten heads are referred to as Kasi Dikmas. Fieldworkers at the kecamatan level are called peniliks. Dikmas performs various training and materials development functions at the national level through the National Training and Materials Center (BPKB) at Lembang, at the provincial level through Regional Training and Materials Centers (BPM), and at the kabupaten level through the District Training and Materials Centers (SKB). Dikmas' structure and functions are discussed in more detail in section 10.2.4.5.

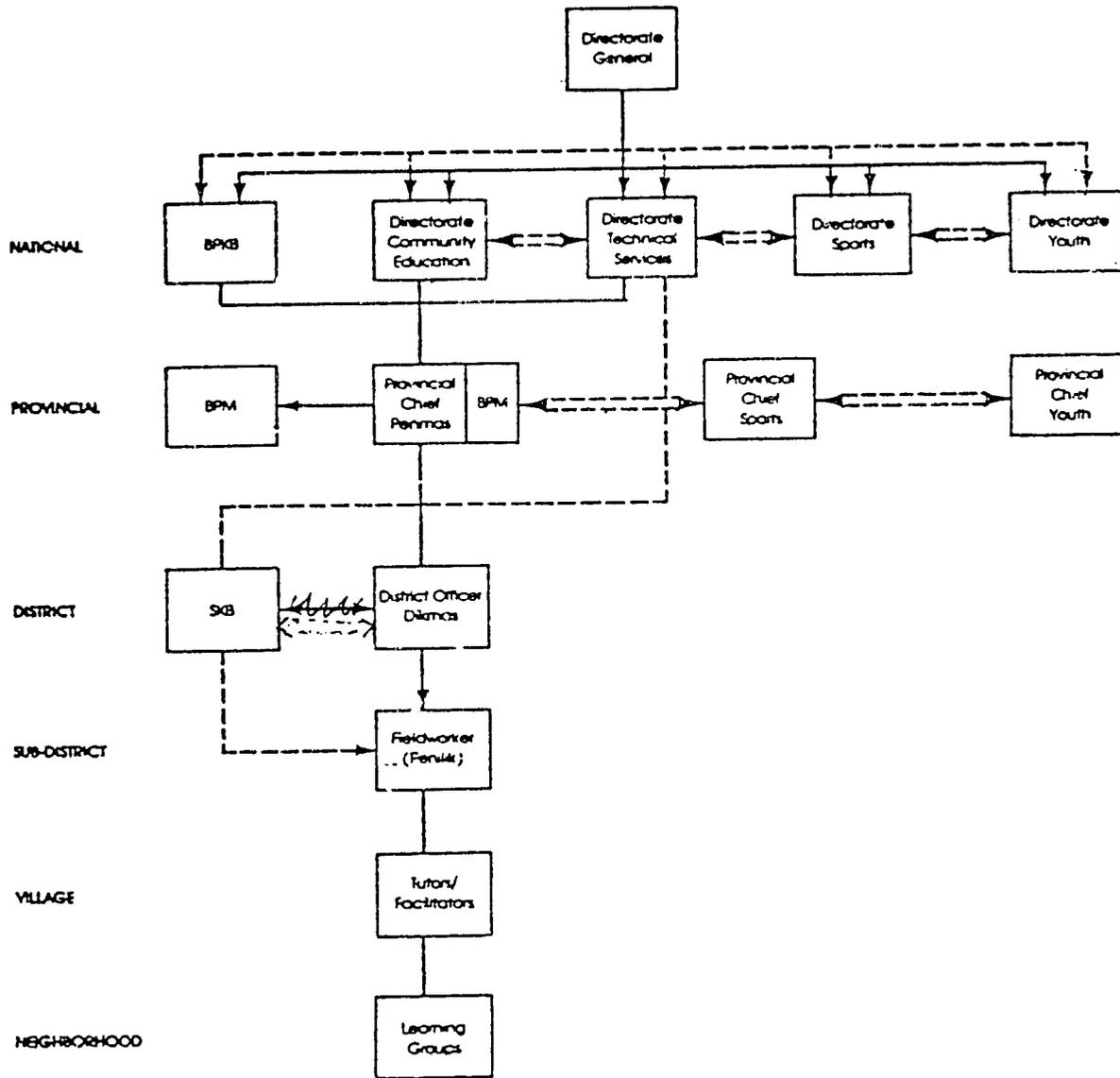
10.2.3.2 Nongovernmental Organizations

The nonformal education subsector also includes numerous nongovernmental organizations involved in basic education, vocational training, and village self-help activities. These include many large national organizations that have close links with the Government, like Dharma Wanita (the national organization of women civil servants and wives of civil servants), Dharma Pertiwi (the national organization of

wives of Army officers), and Pramuka (scouts). The PKK family life program is very visible in many places in Indonesia. This is a

FIGURE 10.1

ORGANIZATIONAL STRUCTURE OF THE DIRECTORATE GENERAL OF NONFORMAL EDUCATION, YOUTH AND SPORTS (PLSPO)



BPKB — National Training & Materials Center
 BPM — Regional Training & Materials Center
 SKB — District Training & Materials Center

—————> Lines of Authority
 - - - - -> Cooperation
 - - - - -> Guidance

cooperative program involving organizations like Dikmas and Dharma Wanita. There are numerous smaller nongovernmental organizations scattered throughout Indonesia. There is no aggregate information describing the range and magnitude of the activities of these organizations in the area of nonformal education.

Private commercial organizations are also involved in nonformal education. They offer courses and apprenticeships in numerous skill areas. Dikmas cooperates with many of these organizations. The number of such commercial concerns, which often mix vocational training with production and services sold to the public, is estimated by Dikmas to be 11,000 in 1985.

10.2.3.3 Coordination of Nonformal Education

Coordination of the nonformal education subsector was intended to be strengthened at the national level with the establishment of a National Technical Coordinating Committee (NTCC) in 1975. This committee is chaired by the Director General for Nonformal Education, Youth and Sports and includes representatives from governmental agencies involved in nonformal education. There is no information about how regularly this committee meets and what kind of role it actually plays in coordinating out-of-school learning activities.

Coordination of nonformal education takes place at the provincial and kabupaten levels through the Sektor K committees. These committees are headed by the governor or bupati and include representatives from governmental and nongovernmental organizations. At the kecamatan level, coordination of national development is performed by unit Kerja Pembangunan Desa (UDKP) committees headed by the Camat.

10.2.4 Nonformal Education Programs

Dikmas offers a variety of possibilities for Indonesian citizens to engage in learning outside of schools. The number of programs has been progressively streamlined into two major types. After a brief introductory description of the various Dikmas programs, they will be discussed in detail in six subsections.

Until 1982, the major programs offered by Dikmas took place in learning groups in the community and included the following:

Basic Education (Kejar Paket A)

Vocational Skills Training (KBPKM)

Family Life Education (PKK)

Income-Generating/Learning Fund Activities (Kejar Usaha)

The Kejar Paket A program, consisting of community learning groups of about 10 people working toward literacy with a volunteer tutor, has been and still is the major focus of Dikmas' activity -- with enrollments in these learning groups running at least 10 times those in vocational skills groups. Enrollments in Kejar Paket A reached 1.8 million in 1985. The Family Life Education (PKK) program was undertaken as a varied offering of short courses related to the home and family. The vocational skills training groups (KBPKM) address themselves to training of varying duration in numerous skills areas with unskilled participants working with a skilled volunteer tutor. The Kejar Usaha program emerged during the First Nonformal Education Project. Its appearance reflected a shift in direction from traditional vocational skills training to a wider approach aimed at income generation and

employment. About 4,000 such groups were assisted during the First Nonformal Education Project. Groups of about five persons received grants of Rp.100,000 - 150,000 to form a Learning Fund and help them get started as cottage industries or small businesses. Revenues generated through sales of goods and services were used to pay tutors, pay back the loan from the Learning Fund, compensate participants for their work, and expand business activities.

Additionally, Dikmas supervises and supports a program of vocational training offered through about 11,000 privately-run courses (Diklusmas). Dikmas also assists an unknown number of individuals to find opportunities for apprenticeship training and to continue their education through self-study in Paket A (described in section 10.2.4.3).

In 1983, based upon experience from the First Nonformal Education Project, Dikmas consolidated its scheme of programs. Family Life Education became part of Kejar Paket A. Especially significant is that after 1984, Kejar Paket A learning groups were no longer restricted to basic education, but began to embark on income-generating activities as well. Besides proceeding through the literacy instruction provided in Kejar Paket A booklets, learning groups began to undertake income-generating activities in such areas as embroidery, tile making, and selling food in the community. Most groups receive a grant from the Learning Fund of about Rp.6,000 per participant to help them embark on the income-generating activity decided upon. These activities are generally considerably smaller in scale than those of Kejar Usaha groups.

Based upon the success of the Kejar Usaha groups during the first

project, Dikmas decided to make this its principal program for vocational training. By 1985, the number of Kejar Usaha groups had increased to over 10,000.

Below, Dikmas' programs are examined with respect to participants, instructional staff, curriculum and materials, equipment and facilities, administration and supervision, and costs and financing.

10.2.4.1 Participants

Target Population. Dikmas' programs are intended to serve the needs of illiterates, semiliterates, and literates who do not possess skills necessary for finding jobs or self-employment or that might be used to supplement low levels of income from agriculture. (It should be noted the literacy is not officially defined in Indonesia.) Under Repelita IV, priority attention is aimed at the illiterate population ages 7-44 and literate school dropouts ages 13-29.

The target population to be served by Dikmas' programs is large. In 1980, according to the World Bank, there were 29,199,000 literates in Indonesia. Of this total, 18,347,000 were in the 7-44 age group. during the same year, dropouts of primary school age (7-12) and secondary school age (13-18) numbered 3,962,000 and 10,300,000 respectively. This constitutes a population of 32,694,700 people. (There may be overlap among those aged 7-12 who may be counted both illiterates and dropouts. Moreover, this figure does not include the number of young people 19-29 who are in need of training to find employment.)

Enrollments. In the face of a large target population to be served, the number of enrollments reported in Dikmas programs has grown

sharply in recent years. Figures 10.2 and 10.3 depict the growth in learning groups and participants for a five-year period beginning in 1978. The number of participants includes those enrolled in the privately-run Diklusmas courses. The growth in enrollments can be broken down by program type as follows:

Kejar Paket A: Table 10.2 illustrates the growth in the number of learning groups and participants by province between 1979/80 and 1984/85. During this five-year period, the number of participants taking part in Kejar Paket A learning groups increased from 450,057 to 1,822,514, reflecting an average annual rate of increase of 32%.

Kejar Usaha: Table 10.3 shows the growth of Kejar Usaha Learning Groups in each province between 1979 and 1985. The number of groups increased dramatically from 584 to 14,134. The total number of participants in these groups reached 95,202 in 1985. Comparing the number of participants to groups suggests that the average number per group, which was planned to be 5, had increased to almost 7 by 1985.

Private Diklusemas Courses: The increase in enrollments in the private nonformal education courses between 1978 and 1983 is shown in Table 10.4. In 1985, these courses numbered more than 11,000. Enrollments are estimated to have grown to more than 842,000. A breakdown of Dikusemas courses by type and by province for 1985 is contained in Table 10.5.

Sex. Information compiled by Dikmas does not permit a disaggregation of participant enrollment data by sex. Nevertheless, it is possible to estimate what percentage of participants belong to either sex using data from past years. This estimate is derived from the

FIGURE 10.2

YEARLY GROWTH OF THE NUMBER OF DIKMAS LEARNING GROUPS
1978/79-1983/84

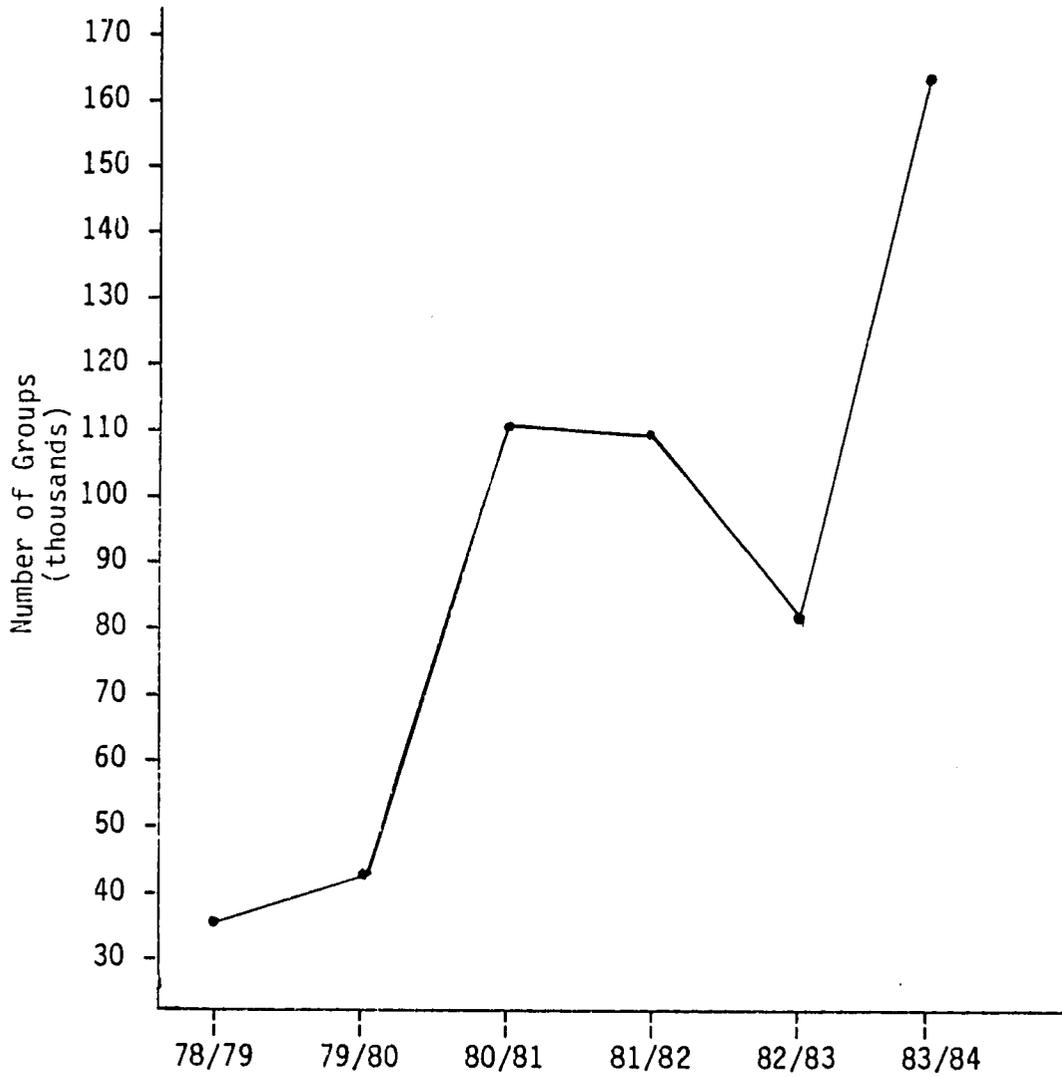


FIGURE 10.3

YEARLY GROWTH OF THE NUMBER OF PARTICIPANTS IN DIKMAS LEARNING GROUPS
1978/79-1983/84

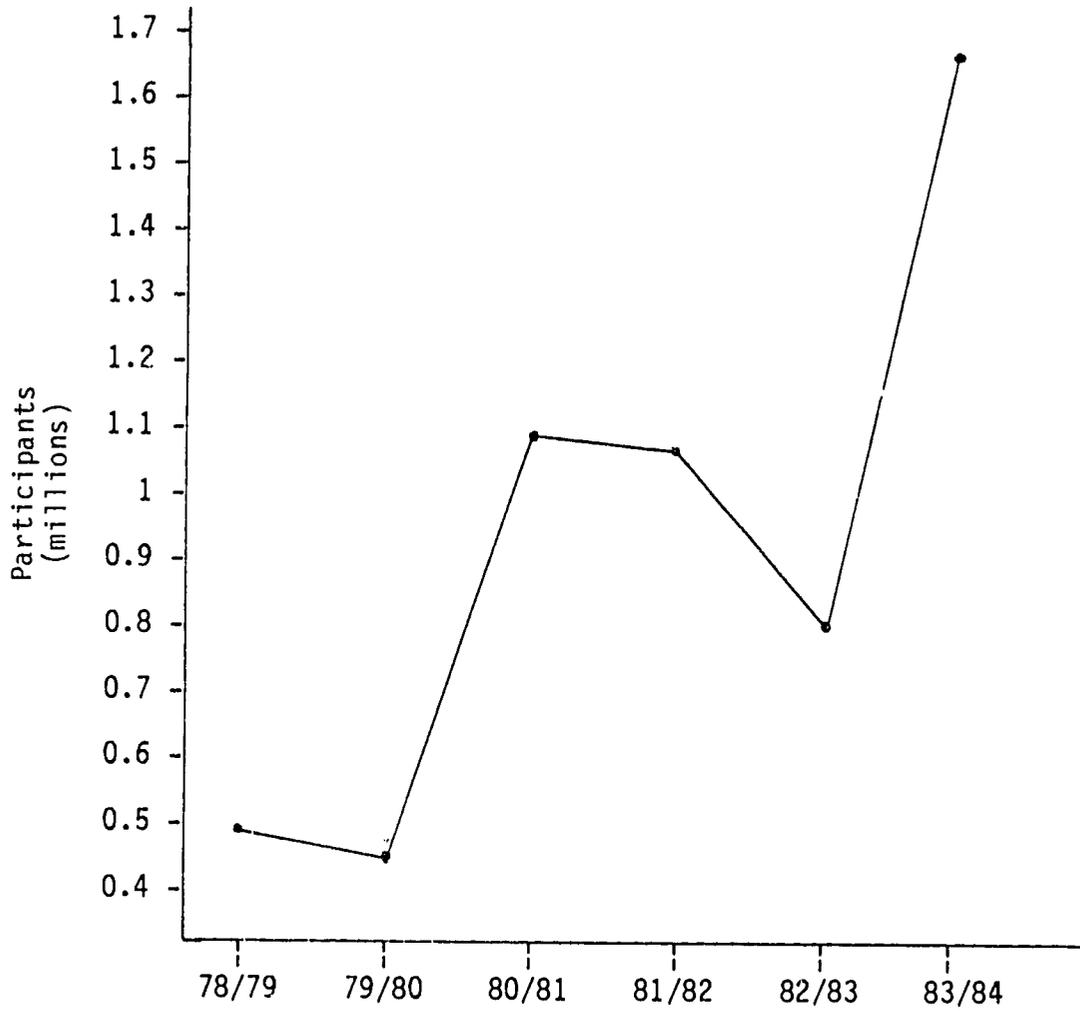


TABLE 10.2

LEARNING GROUPS AND PARTICIPANTS BY YEAR AND BY PROVINCE
AND AVERAGE YEARLY RATE OF INCREASE IN PARTICIPANTS

No. P R O P I N S I	Tahun 1979/80		Tahun 1980/1981		Tahun 1981/1982		Tahun 1982/1983		Tahun 1983/1984		Tahun 1984/1985	
	Group	Particip	Group	Particip	Group	Particip	Group	Particip	Group	Particip	Group	Particip
1. D. I. ACEH	700	7,000	3,216	32,160	620	6,200	3,351	33,516	4,393	43,930	2,044	20,440
2. SUMATERA UTARA	1,036	10,360	3,370	33,700	3,380	33,800	2,987	29,873	11,925	119,290	7,200	72,000
3. SUMATERA BARAT	690	6,900	3,466	34,660	2,340	23,400	2,340	23,400	979	9,796	3,666	36,660
4. RIAU	506	5,060	1,872	18,720	540	5,400	1,070	10,700	3,271	32,716	5,519	55,190
5. JAMBI	336	3,360	1,460	14,600	440	4,400	750	7,500	2,944	29,440	2,666	26,660
6. SUMATERA SELATAN	520	5,200	2,202	22,020	1,740	17,400	3,004	30,040	7,424	74,241	6,671	66,711
7. BENGKULU	474	4,740	1,666	16,660	1,100	11,000	1,250	12,500	646	6,460	525	5,250
8. LAMPUNG	510	5,100	1,812	18,120	1,316	13,167	2,012	20,126	9,315	93,150	17,625	176,250
9. DKI JAKARTA	150	1,500	1,664	16,640	620	6,200	1,500	15,000	2,569	25,699	3,666	36,660
10. JAWA BARAT	6,139	61,393	16,121	161,276	14,423	144,232	16,393	163,932	28,307	283,072	6,395	64,740
11. JAWA TENGAH	11,621	116,215	21,639	216,399	29,229	292,298	10,000	100,000	36,931	369,931	9,224	92,240
12. D. I. YOGYAKARTA	566	5,660	1,990	19,900	1,520	15,200	1,823	18,230	749	7,496	3,611	36,110
13. JAWA TIMUR	14,162	141,621	20,663	206,630	27,666	276,661	10,000	100,000	17,100	171,000	49,103	491,030
14. BALI	727	7,275	3,063	30,630	1,766	17,660	993	9,935	4,572	45,720	1,992	19,920
15. NUSA TENGGARA BARAT	672	6,723	2,092	20,937	2,435	24,350	1,500	15,000	4,857	48,530	5,938	59,380
16. NUSA TENGGARA TIMUR	456	4,560	2,000	20,000	1,440	14,400	704	7,040	1,742	17,420	4,301	43,010
17. TIMOR TIMUR	0	0	0	0	263	2,630	1,087	10,870	5,451	54,510	2,600	26,000
18. KALIMANTAN BARAT	579	5,790	2,314	23,140	1,840	18,400	2,100	21,000	2,700	27,000	1,751	17,510
19. KALIMANTAN TENGAH	442	4,420	1,714	17,140	1,300	13,000	372	3,720	1,702	17,020	2,430	24,300
No. P R O P I N S I	Tahun 1979/80		Tahun 1980/1981		Tahun 1981/1982		Tahun 1982/1983		Tahun 1983/1984		Tahun 1984/1985	
	Group	Particip	Group	Particip	Group	Particip	Group	Particip	Group	Particip	Group	Particip
20. KALIMANTAN SELATAN	570	5,700	2,364	23,640	760	7,600	2,366	23,660	1,304	13,040	1,524	15,240
21. KALIMANTAN TIMUR	550	5,500	2,536	25,360	940	9,400	1,264	12,640	1,322	13,220	6,366	63,660
22. SULAWESI UTARA	518	5,180	2,100	21,000	1,440	14,400	1,500	15,000	2,459	24,590	NA	NA
23. SULAWESI TENGAH	490	4,900	1,762	17,620	1,160	11,600	1,200	12,000	662	6,620	176	1,760
24. SULAWESI SELATAN	1,210	12,100	3,426	34,260	2,660	26,600	5,720	57,200	3,849	38,490	3,250	32,500
25. SULAWESI TENGGARA	460	4,600	1,754	17,540	1,100	11,000	1,940	19,400	1,613	16,130	2,573	25,730
26. MALUKU	360	3,600	1,746	17,460	1,160	11,600	1,860	18,600	732	7,320	1,666	16,660
27. IRIAN JAYA	475	4,750	1,624	16,240	260	2,600	600	6,000	666	6,660	NA	NA
TOTAL	44,959	449,057	109,297	1,092,772	107,878	1,076,198	79,776	797,282	163,304	1,634,106	163,129	1,631,614

Source: Dirmas

TABLE 10.3

DISTRIBUTION OF INCOME-GENERATING (KEJAR USAHA)
LEARNING GROUPS BY PROVINCE AND BY YEAR
1979/80 - 1984/85

Province	1979/80	1980/81	1981/82	1982/83	1983/84	1984/85
1. D.I. ACEH	-	-	25	300	93	248
2. SUMATERA UTARA	68	144	172	485	277	1447
3. SUMATRA BARAT	-	229	109	240	113	522
4. RIAU	-	-	-	200	28	262
5. JAMBI	-	-	-	200	24	37
6. SUMTERA SELATAN	-	-	-	200	74	234
7. BENGKULU	-	-	10	100	16	NA
8. LAMPUNG	-	68	95	266	211	595
9. DKI JAKARTA	20	40	60	240	140	275
10. JAWA BARAT	96	235	285	729	626	401
11. JAWA TENGAH	140	366	444	912	732	883
12. D.I. YOGYAKARTA	20	76	171	336	77	1084
13. JAWA TIMUR	148	622	698	1272	913	3276
14. BALI	-	-	208	226	102	734
15. NUSA TENGGARA BARAT	-	56	255	160	64	351
16. NUSA TENGGARA TIMUR	-	23	55	128	97	542
17. TIMOR TIMUR	-	-	-	4	52	21
18. KALIMANTAN BARAT	-	-	-	200	68	200
19. KALIMANTAN TENGAH	-	-	-	100	20	1541
20. KALIMANTAN SELATAN	-	-	25	62	94	71
21. KALIMANTAN TIMUR	-	-	15	107	61	127
22. SULAWESI UTARA	-	-	18	111	28	NA
23. SULAWESI TENGAH	-	-	-	100	20	1541
24. SULAWESI SELATAN	92	279	422	524	293	379
25. SULAWESI TENGGARA	-	60	113	165	25	540
26. MALUKU	-	-	-	100	16	115
27. IRIAN JAYA	-	-	-	40	40	NA
National Total	584	1998	3652	7,589	4306	14134

TABLE 10.4

NUMBER OF PARTICIPANTS IN DIKLUSEMAS COURSES
SUPPORTED BY DIKMAS
1978-1983

1978/79	1979/80	1980/81	1981/82	1982/83
87,545	69,414	103,388	99,195	113,024

TABLE 10.5

DISTRIBUTION OF DIKLUSEMAS COURSES BY PROVINCE
1985

Province	Home Economics	Health	Sports	Agriculture & Animal Husbandary	Arts	Homecrafts & Industry	Technics & Reporting	Service	Language	Others	Total
1. G.I. ACEH	31	2	1	-	-	-	1	15	15	-	62
2. SUMATERA UTARA	240	63	-	-	6	1	27	177	162	-	665
3. SUMATERA BARAT	105	58	-	-	5	-	18	192	70	7	345
4. RIAU	84	54	-	-	-	-	33	83	42	1	162
5. JABRI	22	3	1	-	-	-	-	32	29	3	61
6. SUMTERA SELATAN	111	33	9	9	3	-	14	62	47	20	298
7. BENGKULU	14	-	-	-	-	-	1	12	6	3	36
8. LAMPUNG	74	59	-	-	3	-	1	31	16	-	184
9. G.I. JAWARTA	555	339	5	3	28	4	78	327	237	10	2086
10. JAWA BARAT	1103	586	-	-	38	1	49	359	161	-	2297
11. JAWA TENGAH	628	176	-	3	13	6	104	310	136	3	1579
12. G.I. YOGYAKARTA	46	17	-	-	2	-	7	23	11	2	168
13. JAWA TIMUR	971	553	9	4	38	4	137	612	226	1	2550
14. BALI	15	42	-	-	15	-	10	35	16	2	115
15. NUSA TENGGARA BARAT	29	13	-	-	1	1	3	31	8	-	76
16. NUSA TENGGARA TIMUR	14	2	-	-	-	-	8	8	1	-	33
17. TIMOR TIMUR	-	-	-	-	-	-	-	-	-	-	-
18. KALIMANTAN BARAT	41	28	-	-	1	-	7	65	26	-	165
19. KALIMANTAN TENGAH	-	-	-	-	-	-	-	3	-	-	3
20. KALIMANTAN SELATAN	32	-	-	-	3	-	6	33	23	1	98
21. KALIMANTAN TIMUR	39	37	1	-	1	-	3	36	23	-	101
22. SULAWESI UTARA	37	45	-	2	2	-	12	22	5	-	125
23. SULAWESI TENGAH	4	-	-	-	-	1	1	0	-	-	16
24. SULAWESI SELATAN	62	13	-	-	1	-	15	51	12	1	160
25. SULAWESI TENGGARA	2	-	-	-	-	-	-	1	-	-	3
26. MALUKU	10	9	-	-	-	-	-	-	3	-	22
27. IRIAN JAYA	19	8	-	-	1	-	3	11	7	1	50
NATIONAL TOTAL	4557	2637	26	21	161	18	510	2420	1328	45	11,725

information contained in the Laporan Pendataan Pendidikan Luar Sekolah dan Olahraga (1981-82), which is based on responses to questionnaires received from about 40% of Dikmas peniliks. Table 10.6 indicates percentages breakdowns by sex, by province, and are estimated in the same fashion.

The information shows that women constituted on average 66% of the participants in Dikmas programs in 1981/82. They constituted an even larger proportion of those taking part in vocational training (83%) and family life courses (86%). Regional differences reflect little disparity in the large proportion of female participants, ranging from about 49% in Nusa Tenggara Barat province to 79% in Jakarta and 85% in Riau.

The 1981 evaluation of the First Nonformal Education Project also found that the women made up 66% of total participants in Penmas programs that year. This study also found that 43% of female participants were housewives. The evaluation concluded the individuals who work at home were easier for Dikmas to recruit because they had time available during the day, unlike those who engaged in wage employment outside the home.

Age. Estimates of the ages of participants were obtained in the same way as for sex, using information for the Laporan Pendataan Pendidikan Luar Sekolah Pemuda dan Olahraga (1981-82). Table 10.7 shows the percentage distribution of participants by age level and by program type for 1981/82. The largest concentration of learners (48%) in Dikmas programs are in the 10-24 age group. About 46% of learners are in the 25-44 age group. Females accounted for 62-65% of the

TABLE 10.6

DISTRIBUTION (PERCENTAGE) OF PARTICIPANTS
BY SEX AND BY PROVINCE

Province	Male	Female	Total
DI Aceh	32.4	67.6	100.0
Sumatera Utara	24.2	75.8	100.0
Sumatera Barat	25.1	74.9	100.0
Riau	15.0	85.0	100.0
Jambi			
Sumatera Selatan	28.7	71.3	100.0
Bengkulu	34.0	66.0	100.0
Lampung	36.4	63.6	100.0
DKI Jakarta	20.9	79.1	100.0
Jawa Barat	30.5	69.5	100.0
Jawa Tengah	38.5	61.5	100.0
DI Yogyakarta			
Jawa Timur	37.7	62.3	100.0
Kalimantan Barat	22.9	77.1	100.0
Kalimantan Tengah	32.4	67.6	100.0
Kalimantan Selatan	25.6	74.4	100.0
Kalimantan Timur	23.6	76.4	100.0
Sulawesi Utara	33.2	66.8	100.0
Sulawesi Tengah	35.8	64.2	100.0
Sulawesi Selatan	37.8	62.2	100.0
Sulawesi Tenggara	29.1	70.9	100.0
Maluku	32.6	67.4	100.0
Bali	28.0	72.0	100.0
Nusa Tenggara Barat	51.1	48.9	100.0
Nusa Tenggara Timur	33.3	66.7	100.0
Irian Jaya	38.7	61.3	100.0
Timor Timur			
TOTAL	33.6	66.4	100.0

TABLE 10.7
DISTRIBUTION (PERCENT) OF ALL PARTICIPANTS
BY AGE AND PROGRAM TYPE (1981/82)

Program	Under 10	10-24	24-45	Over 45
Kejar Paket A	2%	48%	46%	4%
Family life (PKN)	1%	49%	47%	3%
Vocational	Less than 1%	48%	46%	6%

Source: Sector Review Calculation
Based upon Balitbang Dikbud Data

participants in all four of the age categories mentioned above.

The 1981 evaluation of the First Nonformal Educational Project found an even greater concentration of participants in the under 24 age range. It found 55% of its sample falling in the range of 13-24. This study noted a tendency for female participants to be older. Some 48% of female participants were 25 or older, compared to 29% of male participants in this age division.

Dikmas appears to be successful in recruiting participants among the ages indicated as priorities under Repelita IV. It is still too early to know what progress is being made in recruiting 7-10 year old primary school dropouts as part of the Kejar Paket A aspect of compulsory education.

Previous Education. Dikmas' programs serve participants of varying levels of previous education. Although this information is not compiled on a routine basis, the conclusion can be drawn from the information reported in the 1981 evaluation of the First Nonformal Education

Project. Table 10.8 summarizes the range of previous education of participants in all the learning groups surveyed in 1981. (Breakdowns by type of program are not available.) About 17% of the participants had not attended school. About 15% had completed six years of school. Table 10.9 shows the percentages classified as literate (56%), semi-literate (29%), or illiterate (15%) based upon responses to questions about their ability to read and write. The correspondences between Table 10.8 and 10.9 are interesting. The percentage of participants classified as illiterate (15%) corresponds to the percentage of participants not having been to school (17%). Those classified as literates tend to be those who have completed at least the fifth grade. This is to say that participants become literate at the point where they have acquired nearly a full primary school education.

TABLE 10.8
DISTRIBUTION (PERCENT) OF ALL PARTICIPANTS
BY PREVIOUS EDUCATION AND BY SEX
1981/82

Years of Schooling				
0	24	13	17	100
1-2	16	10	12	832
3	8	9	9	71
4	5	5	5	62
5	11	5	7	57
6	14	28	23	50
7-8	5	5	5	27
9	5	11	9	22
10-12	9	2	11	13
More than 12	3	2	2	12
TOTAL	100	100	100	100

TABLE 10.9
 DISTRIBUTION (PERCENT) OF ALL PARTICIPANTS
 BY LEVEL OF LITERACY AND BY SEX
 1981/82

Level of Literacy	Male	Female	Avg. %
Literate	39	61	56
Semi-literate	40	25	29
Illiterate	22	14	15
TOTAL	100	100	100

Socio-Economic Status. The socio-economic status (SES) of participants in Dikmas programs was addressed in the 1981 evaluation of the First Nonformal Education Project. The study developed a series of indicators of socioeconomic status, including such items as owning sawah (rice fields), value of housing, type of walls in the house, the type of floor in the house, and the main source of light in the house. An SES index was developed and learners in Dikmas programs were compared to heads of households in a matched sample of non-participants. Although the information presented does not permit a comparison on the various SES indicators led to the following conclusion:

Penmas does not appear to be effectively recruiting from among the most disadvantaged groups in the villages, but, rather, is attracting relatively representative cross-section of participants from both rural and urban areas...The "poorest of the poor", the illiterate, and the unemployed are not effectively being recruited into Penmas learning groups

relative to other more advantaged villagers.

Qualitative data from the study suggest that lower income people were unable to take time away from their economic activity to participate in learning groups. This would indicate that the obstacles to participation are only partly related to program management issues like recruitment. It will be interesting to note if more lower-income people begin to take part in nonformal education with the recent integration of income-generating activities in Kejar Paket A and the increased opportunities for earnings through Kejar Usaha programs.

Completing/Dropout/Continuation. The status of nonformal education programs depends in large part on how many participants actually stay in learning programs and for how long, how many drop out, and how many continue on to further learning. This kind of information is rarely available for nonformal education and almost never compiled at the national level.

The information available in Indonesia permits only a rough estimation of how participants flow into, through, and out of nonformal education. Learning groups are formed around a variety of educational objectives. According to the 1981 evaluation of the First Nonformal Education Project, the duration of these groups varies according to program type. The Kejar Paket A groups ran for about three months on average before terminating or moving to a higher level. The Vocational skills groups usually lasted from one or two sessions to several months. Family Life Education groups ran from several weeks to several months. The groups met anywhere from once a month to four times per week. About 90% were reported to have met from one to four times per week.

The evaluation found that groups breaking up prematurely or individual participants dropping out constituted a serious problem. Of the 32 learning groups and 759 participants studied, five groups broke up prior to completion and 251 participants (33%) failed to complete the course of study. (What constitutes "completion" is subject to a good deal of variation and is based upon the group's learning objectives.) The drop-out rate reached 50% for the Kejar Paket A groups.

From survey data, the Laporan Pendataan Pendidikan Luar Sekolah Pemuda dan Olahraga (1981-82) reports a drop-out rate for that year of 24% for all groups taken as a whole, and for Kejar Paket A viewed separately. Although a drop-out rate in the range of 24-50% for Kejar Paket A represents a serious loss of learners, it is similar to drop-out rates in literacy programs in other countries. It will be important to observe how this rate is affected by Dikmas' decision to enable these groups to pursue income-generating activities and how they compare to the Kejar Usaha groups.

There is no available information as to the number of completers or dropouts who join new learning groups. This makes it very difficult to interpret the growth in participation in nonformal education described earlier. The 1981 evaluation of the First Nonformal Education Project found that 79% of dropouts expressed a willingness to join another learning group. Some 92% of the dropouts willing to join a new group expressed a desire to join a vocational skills group; only 3.5% indicated they would join another Kejar Paket A group. There was no information about the number of completers who were willing to join a new group.

Future Projections. Nonformal education in Indonesia has grown steadily in response to the government's goals for widening access to opportunities for out-of-school learning. There are some important insights to be gained by examining the implications of the continuation of current enrollment trends.

Table 10.10 projects the growth of Kejar Paket A until the end of Repelita IV (1988/89). The projection is based upon an average annual rate of growth of 32%, which occurred between 1979/80 and 1984/85. Continuation of a 32% rate of growth will result in a total of 21,086,223 persons being enrolled in Kejar Paket A during the course of Repelita IV. This would greatly exceed Repelita IV targets of 12.3 million participants in basic education. However, it is by no means clear that a continuation of the current rate of growth, which would result in a tripling of 1984/85 enrollments by the end of Repelita IV, is practicable or even possible. As suggested in the preceding discussion of the previous education of participants in Dikmas programs, an estimated 56% of participants are primary school dropouts and only 17% are illiterates. A continuation of the current average annual rate of growth would result in enrollments of 5,533,075 in 1988/89 (See Table 10.10). That year, an estimated 2,450,024 children will drop out of primary school. If all these children were enrolled in Kejar Paket A (ignoring repeaters and dropouts from previous years), it would be necessary to attract 3,083,051 illiterates in order to arrive at the 1988/89 enrollment projected on the basis of continuation of present trends. In view of present participation rates of illiterates relative

TABLE 10.10

PROJECTED GROWTH IN KEJAR PAKET A
UNTIL END OF REPELITA IV (1988/89)

Projections Based on an Extrapolation of 32%
Average Annual Rate of Growth Occurring Between 1979/80 and 1984/85

1979/80	450057
1981/82	1076198
1982/83	797282
1983/84	1634105
1984/85	1822514
1985/86	2405718
1986/87	3175548
1987/88	4191723
1988/89	5533075
<hr/>	
Total Repelita IV	21086223

to that of school dropouts, this would appear to be highly improbable.

Even a slow rate of growth in Kejar Paket A of only 1% would result in exhausting the number of illiterates not having been served by Kejar Paket A during Repelita V. Table 10.11 depicts such a scenario, assuming that Kejar Paket A enrollments grow by 1% per year and that all primary school dropouts each year enroll in Paket A learning groups and the remaining places are filled by those remaining from the pool of 18,432,000 illiterates aged 7-44 counted in 1980. (The scenario assumes that this pool declines by about 2% each year as persons pass out of the

TABLE 10.11
SLOW GROWTH IN KEJAR PAKET A SCENARIO

	Paket A @ 1% Growth	Primary Dropouts	Places for Illiterates	Column 5 Previous Yr Less Col. 3	Illiterates Remaining for Next Year
1984/85	1822514	1209133	613381	15915126	16528507 15437672
1985/86	1840739	1224660	616079	14821593	14376945
1986/87	2024813	1237144	787669	13589276	13181598
1987/88	2227294	1252742	974552	12207046	11840834
1988/89	2450024	1267447	1182577	10658257	10338610
1989/90	2695026	1280668	1414358	8924157	6856427
1990/91	2964529	1294787	1669742	6986685	6777085
1991/92	3260982	1309830	1951152	4825933	4681155
1992/93	3587080	1325538	2261542	2419613	2347025
1993/94	3945788	1341759	2604029	-257004	-249294
1994/95	4340367	1358398	2981969	-3231263	-3134325

age group. There are no new entrants to the pool, since those children turning seven and unable to read and write are counted as dropouts.)

Table 10.11 shows that 1% annual increase in Kejar Paket A enrollments is not possible. Even in the very unlikely event that all primary school dropouts for a given year are enrolled and that illiterates are recruited to fill the remaining places, the pool of illiterates not having been served by Kejar Paket A will be exhausted by 1993.

For employment-oriented skills training, the situation is far different. Enrollment projections for junior and secondary education indicate that 4,511,639 of the junior secondary age group (13-15) and 7,102,954 of the senior secondary age group (16-18) will not be enrolled in secondary school in 1994/95 -- constituting a pool of 11,614,233 school dropouts potentially seeking opportunities for vocational skills training. This level of potential demand in 1994/95 is likely to be increased by Kejar Paket A completers from the previous year who are looking for vocational skills training. If one assumes that these people number 1,000,000 and that an additional 1,000,000 unemployed or underemployed young people in the 18-29 age group are also seeking skills training possibilities, there might be a need for as many as 13,614,233 places for out-of-school vocational skills training by 1994/95. Currently, there are only about 947,202 participants in Kejar Usaha groups and Diklusmas courses.

10.2.4.2 Instructional Staff

Instruction in Dikmas learning groups is provided by volunteer tutors and monitors. This follows from both philosophical reasons and

financial necessity. Instructors in the Diklusemas courses are usually the operators of commercial establishments in areas as diverse as cosmetology and auto mechanics. These establishments supplement income by offering training courses.

There is very little aggregate information about the make-up of the body of Dikmas volunteer tutors and monitors. There is normally one tutor for every learning group. Learning groups are formed and guided with assistance from village monitors, who tend to be local leaders or their wives. Monitors assist Dikmas peniliks in starting groups and recruiting tutors. In principle, a monitor assists about 10 learning groups. Often, however, there may not be 10 groups in operation in a village, and sometimes there may be several monitors in the village.

Some characteristics about tutors and monitors were reported in the 1981 evaluation of the First Nonformal Education Project. Table 10.12 shows the distribution of tutors in the sample of 35 villages by sex and by program type. There is about an equal proportion of male and female tutors. Male tutors significantly outnumbered female tutors in Kejar Paket A and Vocational Skills Training Groups. The majority of female tutors was found in Family Life Education Groups. In the Diklusmas private courses identified by Balitbang Dikbud for 1982, 2,122 instructors were male and 2,354 were female.

Table 10.13 shows the occupations of tutors in the 1981 sample of Dikmas learning groups. The majority of tutors were primary school teachers.

TABLE 10.12

DISTRIBUTION OF TUTORS
BY SEX AND BY PROGRAM TYPE
1981

Program Type	Sex		Total
	Male	Female	
Kejar Paket A	74	33	107
Family Life (PKK)	3	55	58
Vocational Skills	20	8	28
TOTAL	97	96	193

Source: Balitbung Dilibud

TABLE 10.13

DISTRIBUTION OF TUTORS BY
OCCUPATION AND PROGRAM TYPE
1981

Occupation	Program Type			Total
	Kejar Paket A	PKK	Voc. Skills	
Village Government Official	3	-	-	3
Other Government Officials	13	7	3	23
Primary School Teachers	53	12	1	66
Secondary School Teachers	3	5	-	8
Tailors	-	7	9	9
Farmers	18	7	3	28
Working at Home	10	11	2	23
Trades	1	3	1	5
Workers of Private Enterprises	-	-	5	5
Nurses	2	8	-	10
Islamic School Teachers	1	5	-	6
Bricklayers	1	-	-	1
Bamboo Craftsmen	2	-	2	4
Mechanics	-	-	3	3
TOTAL	107	58	28	193

Source: Balitbung Dikbud

Tables 10.14 and 10.15 show the distribution of monitors with respect of sex and occupation in the sample of Dikmas learning groups. There were twice as many male monitors as female. The largest number of monitors were village government officials, followed by primary school teachers.

Peniliks and monitors are responsible for recruiting tutors and organizing learning groups. To the extent that time permits, the penilik supervises learning group, arranges for them to receive their grants from the Learning Fund, and ensures that instructional materials are received by the group. These are largely administrative functions and are discussed in detail in section 10.2.4.5.

Dikmas provides training to some tutors and monitors. This is usually in the form of a course at the SKB in the kabupaten (see section 10.2.4.5 for a discussion of the role of the SKBs). The 1981 evaluation of the First Nonformal Education Project found that only about one-third of tutors and monitors received any training. Training of tutors and monitors will be increased under the Second Nonformal Education Project. About 126,820 tutors and 12,700 monitors are expected to receive three days of training. However, with 163,129 Kejar Paket A groups and 14,134 Kejar Usaha groups already operating as of 1985 and a high amount of turnover of staff (see below), even with the sharp increase in training, the ratio of "trained" to "untrained" instructional staff will not significantly improve as the system expands.

As was mentioned, instructional staff work as volunteers. The 1981 evaluation of the First Nonformal Education Project found that many of the vocational tutors received a small payment from revenues generated

TABLE 10.14

DISTRIBUTION OF MONITORS
BY SEX AND BY PROGRAM TYPE
1981

Program Type	Male	Female	Total
Kejar Paket A	119	3	102
Family Life PKK	3	48	51
Vocational Skills	8	9	17
TOTAL	130	60	190

Source: Balitbung Bikbud

TABLE 10.15

DISTRIBUTION OF MONITORS BY OCCUPATION
AND BY PROGRAM TYPE
1981

Occupation	Packet A	PKK	Voc. Skills	Total
Village Government Officials	50	2	2	54
City Government Officials	2		3	5
Primary School Teachers	31	12	2	45
Tailors	-	-	1	1
Farmers	34	8	3	45
Workers at home	3	28	3	34
Traders	-	-	2	2
Workers in Private Enterprises	2	1	1	4
TOTAL	122	51	17	190

by the group. Occasionally, a Kejar Paket A tutor received a small sum for "transportation". The evaluation noted that lack of compensation of tutors and monitors was a serious problem in being able to retain volunteers for a second round of training. Only 61% of tutors and 50% of monitors surveyed expressed a willingness to serve again in a second round of training. It will be interesting to see how this changes with the addition of income-generating activities to Kejar Paket A and how well the Kejar Usaha groups are able to retain their tutors.

10.2.4.3 Curriculum and Materials

The different programs offered by Dikmas are guided by different sets of objectives, learning activities, and instructional materials. These are described below.

Kejar Paket A. The Kejar Paket A learning groups follow the instructional sequence laid out in the Paket A curriculum. The majority of groups follow a sequence that ends after one of the first 10 units. Others complete a sequence that lasts for 10 to 20 units. Kejar Paket A groups decide on an income-generating activity to undertake as a group. The kinds of activities vary, including such things as the simple sale of food in the village, crafts, tile making, broom making, and even money lending. A learning group receives an amount of money equal to Rp 6,000 per participant to initiate these activities. Groups are expected to revolve these funds when they are in a position to do so by assisting another group to get started. There is no information yet as to how often this actually takes place.

Kejar Paket A was designed to be a comprehensive national curriculum of basic education for all Indonesians who have not attended

school or who have dropped out before completing primary school. It blends instruction in literacy and numeracy with topics related to practical aspects of daily life and morality and citizenship. Paket A consists of 100 booklets written in Bahasa Indonesia. Booklets mix written text with illustrations and provide varying amounts of exercise and practice skills.

Booklets A1 - A20 are meant to be studied sequentially. This series, which is usually undertaken in a learning group, is intended to be a gradual progression through the fundamentals of reading, writing, arithmetic, and Bahasa Indonesia into topics relevant for family life. Booklets A21 - A60 and A61 - A100 are written at higher levels of difficulty that are similar throughout each series. They cover a wide range of topics related to family and community life. These topics do not have to be studied in any particular order, and learners usually study this material on their own rather than in groups. A list of the Paket A topics is contained in Table 10.16.

Someone completing Paket A may take an achievement test leading to a certificate. He or she may then take part in a program of study in preparation for taking a primary school equivalency examination. This examination is not a national exam; it is administered in the kabupaten by the Kandep. Students must pay a fee of Rp.2,500 to take the exam.

Paket A was not designed to be a primary school equivalency program. It does not aim at developing primary school levels of achievement of knowledge and skills in areas such as arithmetic, history, or geography. Consequently, Paket A completers working toward primary school equivalency usually require additional instruction and

TABLE 10.16
TITLES OF PAKET A BOOKLETS

Number	Title	Number	Title	Number	Title
A1 - A10	Elementary Reading, Writing and Arithmetic	40	Food Conservation	71	Planting Cloves
11	Home Garden	41	Planting Coffee	72	Home Industry
12	Planting Fruit Trees	42	Planting Coconuts	73	Handicrafts
13	Poultry	43	Bee Keeping	74	Constructing Roads and Bridges
14	Fish Raising	44	Keeping Silk Worms	75	Gymastics
15	Goat and Sheep Raising	45	Raising Rabbits	76	Walking and Running
16	Making Clothes	46	Co-operatives	77	Jumping and Throwing
17	Family Planning	47	Building a New Village	78	Playing Volleyball and Basketball
18	Garbage and Its Use	48	Playing Football	79	Playing Handball
19	Let's Save	49	Indonesia, World Champion in Badminton	80	Playing Baseball
20	Household Budget	50	Swimming	81	Playing Table Tennis
21	God, Man, and Nature	51	Pencak Silat (Self-Defense)	82	Folklore
22	Religions and Faith In Indonesia	52	Let's Paint	83	Musical Instruments
23	Pancasila	53	Home Decorating	84	Artists and Their Work
24	Ethics	54	Some Mining Products	85	Weaving Palm Leaves
25	United We Stand, Divided We Fall	55	Resources of the Sea	86	Folk Theatre
26	Awaiting the Birth of a Baby	56	Plantation and Forestry	87	Preserving our Cultural Heritage
27	Baby Care	57	Livestock Products	88	Preservation of Nature
28	Care of the Growing Child	58	Indonesia, My Homeland	89	Green Revolution
29	Healthy Food	59	Islamic Holidays	90	Maintenance of Public Places and
30	Drinking Water and Clean Water	60	Christian Holidays	91	National Movements
31	Healthy House	61	Hindu Holidays	92	National Heroes
32	Family and Community	62	Buddhist Holidays	93	National Holiday
33	Development of Youth	63	Leaf, Flower and Fruit Arrangement	94	Defending the National Flag
34	Healthy Body	64	Customs in Sumatra	95	Government Structure
35	Body Care	65	Customs in Java	96	Parliament
36	Indonesian Morning Gymnastics	66	Customs in Nusa Tenggara	97	Taxes
37	First Aid and Family Care	67	Customs in Kalimantan	98	Indonesia, a Constitutional state
38	Some Contagious Diseases	68	Customs in Sulawesi	99	Courtesy on the Road
39	Common Diseases in Indonesia	69	Customs in Maluku and Irian Jaya	100	Five-Year Development Plan
		70	Cow Raising & Carabow		

materials and often work with a primary school teacher. Dikmas, with support from UNICEF, is undertaking a pilot effort in a number of villages to develop the out-of-school primary school equivalency route. The number of persons who follow Paket A, take, and successfully complete the primary school equivalency examination each year is not known. However, in Jawa Tengah it is estimated that as many as 121,000 young people take the exam. Similarly, how "equivalent" the attainments of out-of-school learners are with those who learn in school is something that has not yet been systematically studied.

Series called Paket B and Paket C will provide instruction for junior secondary and senior secondary school dropouts. They are still in the planning stage.

The production and distribution of Paket A materials in recent years has been impressive. The Project Completion Report of the First Nonformal Education Project undertaken for the World Bank by UNESCO notes that 11,683,000 printed materials (mostly Paket A booklets) were produced during the project. The Report mentions that this production was sufficient to ensure an adequate supply of A1 - A5 materials to learning groups. Shortages of other booklets were noted. The Report mentions the following with respect to the quality of Paket A materials:

In general, Paket A is well designed to offer a basic program of literacy and life skills. However, these materials assume that Bahasa Indonesia is spoken by all people, and since it is not, a serious language problem arises, particularly in the non-Bahasa regions. Another concern relates to some complaints about Paket A not being relevant to the real needs, particularly the occupational

needs of the poor, unemployed learners. This may be due, in part, to the fact that the first ten booklets contain mainly basic literacy skills, and nationally defined skills which have to be adapted further to suit the local needs of the learners.

(World Bank, 1984)

Dikmas is aware of these concerns and has responded by increasing its attention to the production and distribution of supplementary materials (see below) and by the new emphasis on integrating income-generating activities within Kejar Paket A learning groups.

The production and distribution of Paket A materials will be accelerated under the Second Nonformal education project. By 1989, some 30 million Paket A materials will be produced and distributed. Production will be targeted to providing one set of A1 - A3 booklets per participant, one set of A4 - A20 booklets per six participants, and six books in the A21 - A100 series per participant.

No information has been collected yet as to the actual learning outcomes of persons following Kejar Paket A. During the Second Nonformal Education Project, World Bank funds have been budgeted for applied research leading to development of a national test for assessing the literacy level of learners in Paket A. It will be a difficult task to develop a measure sufficiently sensitive to assess incremental literacy outcomes. Information from Balitbang Dikbud suggests that the average time spent in learning by participants in learning groups totaled 14 hours. Changes in literacy skills will be difficult to detect for those receiving instruction of such short duration. Nevertheless, the importance of obtaining reliable information on what

is being accomplished by participants in Kejar Paket A learning groups cannot be overstated.

Kejar Usaha. The Kejar Usaha learning groups aim at developing skills related to production, managing small businesses, and generating income. Based on an assessment of local needs and available skills, groups are formed as small businesses to produce goods and services. Group members agree to follow a training plan and contribute an amount either in cash or in kind equal to 2% of start-up costs. There is no information about how much money is actually received from participants. A Learning Fund provides a grant of Rp 200,000 to each group to cover purchases of small equipment, materials, and operating costs. In addition, groups receive materials developed by Dikmas to assist training activities. Many Kejar Usaha groups do not actually function in the "group" sense of a small cooperative enterprise. Group members often work as employees for someone in a new or an existing establishment. In these instances, the Learning Fund loan is regarded as a means to encourage expansion of the enterprise to take on more employees, who will acquire skills as they earn a living and possibly go into business for themselves at some point.

Based upon the results of the First Nonformal Education Project the Kejar Usaha program appears to be moving forward. Some 2,700 groups comprising 500 different kinds of business activity were evaluated by Dikmas. About two thirds of these groups were judged to be successful. Success was taken to mean that groups continued to function, and funds had not been lost. Kejar Usaha groups are required to accumulate savings equal to the sum received from the Learning Fund. These funds

are used to start new groups. Existing groups are expected to provide technical assistance to new ones. The extent to which these loan funds actually revolve is still not known.

An analysis conducted during preparation of the Second Nonformal Education Project showed an estimated rate of return to individual investment (rate of growth of individual income compared to the rate of growth of the cost of training) of 25%. This compared favorably to the rate of return to investment in primary school education of 22% applicable at that time.

The expansion of Kejar Usaha learning groups will present a considerable challenge for Dikmas. It is aware of the complexities of managing the Learning Fund, ensuring that funds go to those most in need, seeing that educational benefits are derived from productive activity, and ensuring that nonexploitive employment practices are being followed. The increased scale of activity will make it harder to generate activities that do not saturate local markets and to obtain the services of tutors who may not find it in their interest to increase competition for the goods and services they offer.

Diklusmas Courses. Dikmas supervises a large number of privately-run nonformal education courses. These courses are offered in such areas as sewing, textile design, tailoring, embroidery, accounting, electronics, cooking, cosmetology, and flower arrangement. Courses last for two to three months and participants pay a fee for instruction. Fees in 1981/82 ranged from Rp.600 to 500,000. Dikmas is responsible for ensuring conformity to governmental regulations and criteria. It provides assistance in training instructors and offers books and

materials at a nominal cost. Dikmas administers a set of examinations covering various skill areas. About 140,000 people take this examination annually and 60-80% generally succeed.

Dikmas assists an unknown number of participants in Kejar Paket A learning groups to find training possibilities in Diklusemas courses. It believes that this training is especially effective, in part because payment for instruction tends to attract those who are genuinely motivated and in part because the organizations offering the courses stay well connected to the economy.

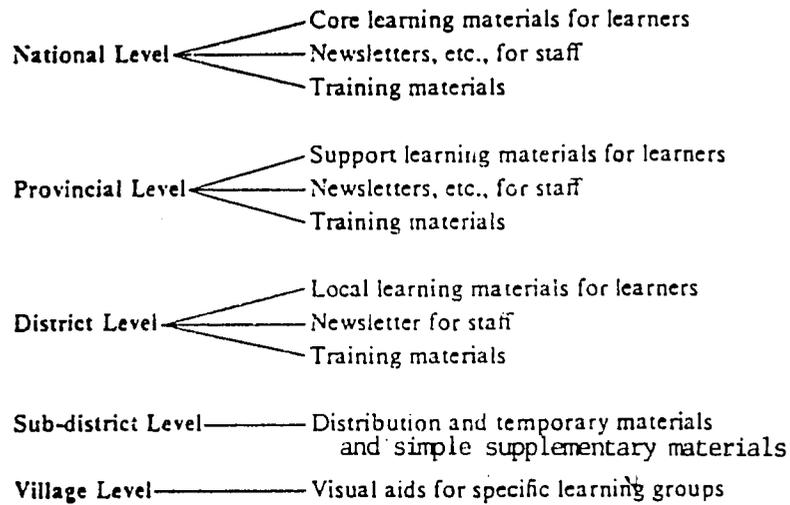
Supplementary Materials. To support its programs, Dikmas is in the process of developing a range of supplementary instructional materials. This material is required in order to adjust a standardized national-scale program to meeting local needs, supporting instruction in a wide range of different skills, and responding to the situation where many learners are still unable to speak, read, or write Bahasa Indonesia. The materials development function has been designated as a major avenue for decentralization of the Dikmas program.

Dikmas will design or adapt about 500 different types of supplementary materials during the next few years. These will include printed posters, slides, cassettes, tapes, visual aids, and simulation exercises. The production of instructional materials takes place at all levels, and the division of labor is summarized in Figure 10.4.

During the First Nonformal Education Project, the production of supplementary materials was one area that fell short of expectations. The Project Completion Report noted that: 1) staffing was inadequate and in need of training, 2) there was no efficient distribution system to the

FIGURE 10.4

NONFORMAL EDUCATION
MATERIALS PRODUCTION BY ADMINISTRATIVE LEVEL



Source: Penmas/University of Massachusetts. Indonesia: Implementation of a Large-Scale) Nonformal Education Project

local level, 3) aids other than printed materials were seldom used because of lack of familiarity with their use or lack of supporting equipment, and 4) few materials were produced for vocational skills-related training. This situation apparently has not changed. A visit to 14 learning groups (most of these in close proximity to one of the materials production centers) by the Sector Review Team found very few supplementary materials in use. With supplementary materials apparently still not reaching learning groups, there is little that can be concluded about the quality or appropriateness of the materials being designed.

Under the Second Nonformal Education Project, most of the materials to be produced will be done at the provincial level (BPMs). Output targets include 251,000 staff training materials 851,000 supplementary materials for Kejar Paket A, and 3,513,000 materials for Kejar Usaha.

10.2.4.4 Equipment and Facilities

Dikmas learning groups make use of whatever facilities and equipment can be found in the community. Groups meet in the homes of tutors and participants, schools (during after-hours), mosques, workshops, and community meeting facilities. There is no aggregate information that describes the types or quality of the facilities used. There is no reason for this information to be collected, since nonformal education presupposes using whatever facilities are available within the community -- something that is not subject to policy manipulation at the national level. Similarly, current financial limitations do not permit supplying learning groups with equipment other than the small items that may be purchased through the Learning Fund.

Buildings for administrative support, training, and materials development have been built or expanded during the past decade. Under the First Nonformal Education Project four BPMs were constructed and two others renovated. Under the Second Project, three additional BPMs are being constructed and equipped, which will make a total of 9 Dikmas centers at the provincial level. Some 24 new SKBs are being constructed and equipped, which will bring the total of SKBs to 211. With these additions, about two-thirds of the kabupaten and kotamadya will have district-level staff training and materials development centers. The functions that are performed in these facilities are described below.

10.2.4.5 Administration and Supervision

The administration and supervision of Dikmas programs proceeds within the setting of a vast, multi-level bureaucracy that reaches from the national level to kecamatens throughout the country. Dikmas has recognized for some time the need for greater responsiveness of its programs to local needs. It has achieved a reasonable amount of success in efforts to decentralize many administrative and supervisory functions.

The overall organizational structure of Dikmas is depicted in Figures 10.5 and 10.6. These charts show the lines of administrative authority from the Office of Director of Dikmas to 3,457 kecamatans in Indonesia, each of which will soon have a paid Dikmas penilik responsible for local activities.

There are five functional divisions at the national level: a) the technical secretariat; b) programs; c) staff development; d) materials

FIGURE 10.5

ORGANIZATIONAL CHART OF DIRECTORATE
GENERAL OF NONFORMAL EDUCATION, YOUTH AND SPORTS

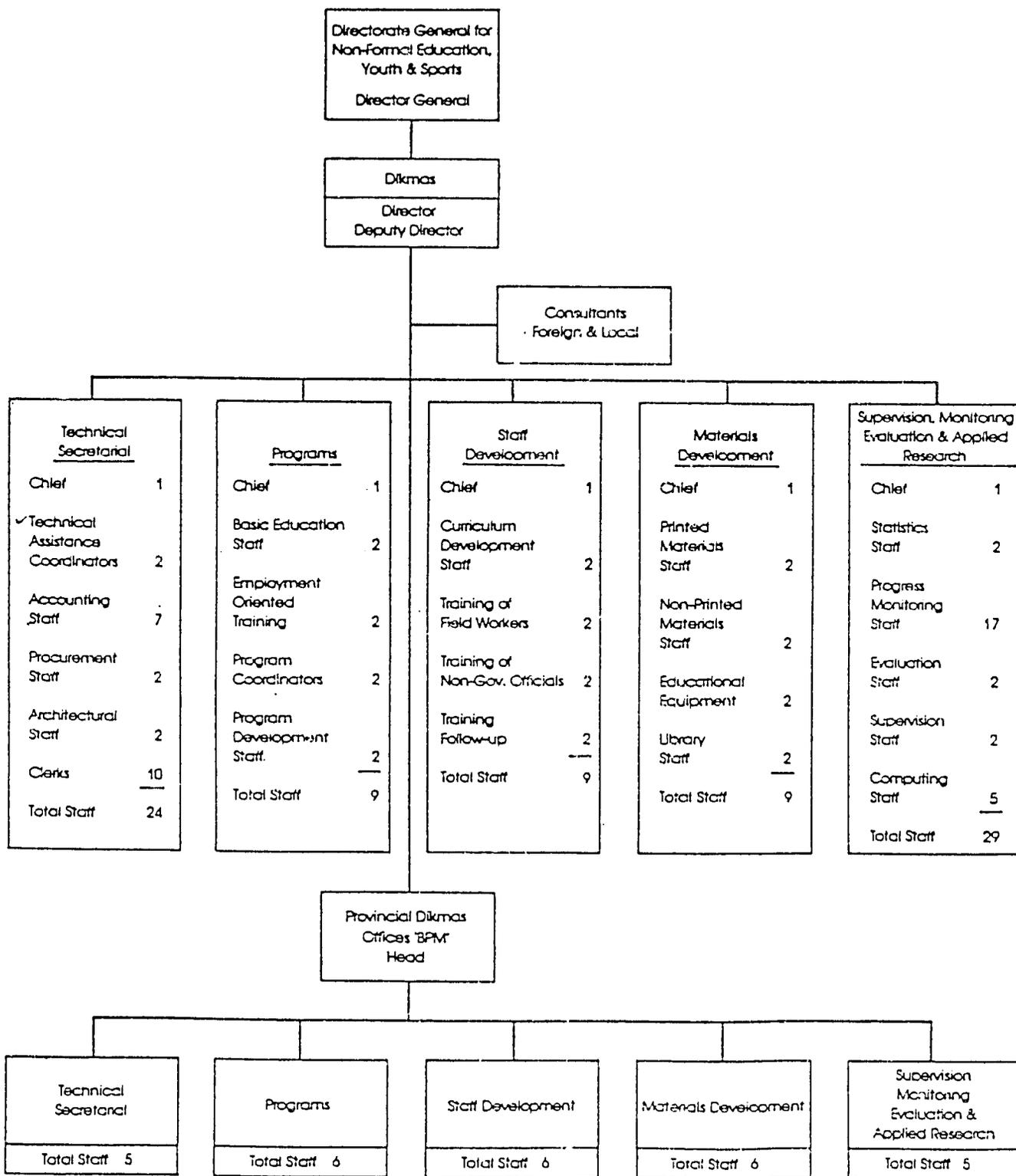
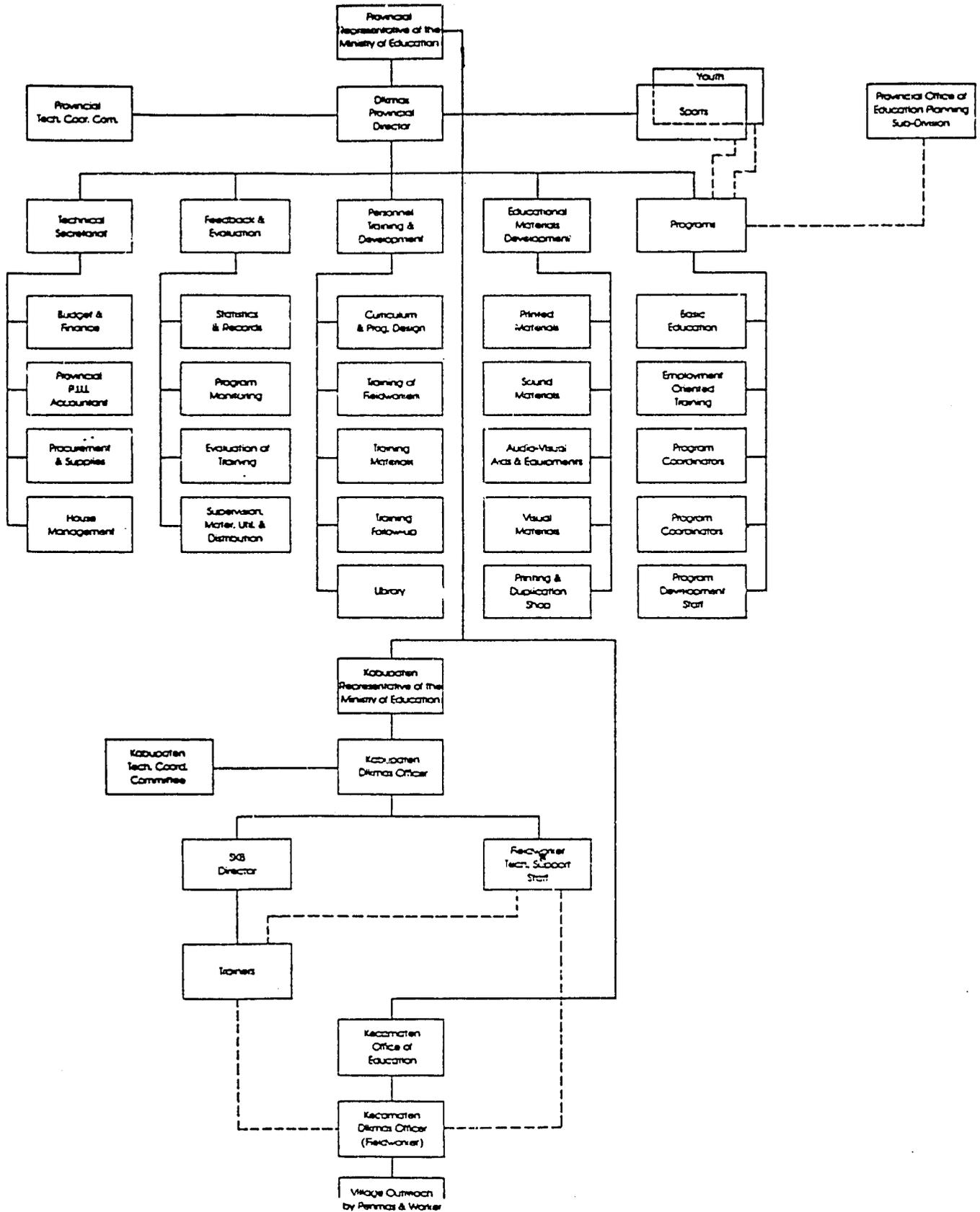


FIGURE 10.6

ORGANIZATION CHART OF
PROVINCIAL MOEC OFFICE



Note:
The Technical Secretariat exists only in those provinces with BPVS.

development; and e) supervision, monitoring, evaluation, and applied research. National level responsibilities are also exercised by the BPKB (National Materials and Training Center) in Lembang. The campus of BPKB contains several buildings and extensive facilities for training and materials production. Dikmas expects BPKB to conduct learning groups in its area to serve as models or "lab schools" for other learning groups. A visit by the Sector Review Team to two learning groups in the neighborhood of BPKB found no evidence that the "lab school" function is being implemented by BPKB.

This functional division of responsibilities at the national level is also being developed at the provincial level BPMs. In the 10 provinces not covered by the Second Nonformal Education Project, the Balai Dikmas follow the previous arrangement of having only three technical divisions. Considerable effort is being put into developing the capacity of the BPMs and Balai Dikmas. Staffing has been increased to about 40 per BPM, three new facilities are being constructed and furnished, and about 540 BPM staff will receive inservice training in the areas of planning, staff training, materials development, and evaluation. The concentrated training at this level reflects the less than satisfactory results of the First Nonformal Education Project in obtaining a good degree of coordination of effort between different sections of the BPMs and in developing sufficient capabilities to provide technical support to field personnel.

At the kabupaten level, the Kasi Dikmas (in Project provinces) is now responsible for Dikmas programs only and no longer supervises activities related to Youth and Sports. The Kasi cooperates with the

chief of the SKBs in the kabupaten. Dikmas is expanding the number of SKBs to 211. These offices perform materials development and staff training functions to support fieldworkers. By 1989, about 311 kabupaten level personnel will receive training in personnel management, training, project administration, monitoring and evaluation, and participatory leadership.

With respect to the decentralization of activities during the course of the First Nonformal Education Project, the Project Completion Report notes that:

The following has been decentralized from the national direction to the Balai Dikmas: annual programming and budgeting is now done at the Balai Dikmas; the appointment of subproject officers and an accountant has greatly facilitated the process; training of Balai Dikmas staff and lower echelons has become the responsibility of the Balai; in the "field-based" training for peniliks, decentralization even permeates the district (kabupaten) level. Although planning is done at the Balai Dikmas level involving the Kasis, in the actual implementation, the major role is given to the Kasis with the provincial trainers serving as resource persons; similarly with materials development, the Balai Dikmas is made to assume full responsibility for development and production of provincial program materials. (World Bank, 1984)

The programming and budgeting that is done at the provincial level comes through preparation of DUPs (see Chapter 3). These are prepared under the limit of ceilings targeted by Dikmas headquarters.

Perhaps the most strained link in the chain of responsibility is

the penilik. The penilik is responsible for relationships with village authorities, forming learning groups, recruiting and often arranging for training of monitors and tutors, arranging for groups to receive funds, obtaining delivery of instructional materials, and monitoring progress of learning groups. There were about 3,400 peniliks as of 1985. By 1986, there will be a penilik in every kecamatan. Nevertheless, the penilik may be responsible for as many as 30 villages.

The 1981 evaluation of the First Nonformal Education Project found that peniliks are most likely to be recruited from the ranks of school headmasters, teachers, and village officials. Only 13% had completed less than 12 years of school, and almost one-third had received some postsecondary education. There is an effort to recruit younger persons for these positions. A D-2 level training course in nonformal education at IKIPs is expected to supply an increasingly large share of new peniliks. The IKIP training program is aiming at a greater "field orientation" in response to the frequent criticism that peniliks tend to be "distanced" from the villages for which they are responsible and prone to rely on roles carried over from previous experience in supervising formal education.

Peniliks are paid civil servants. Although salaries are varied and follow a complex schedule, it is estimated that a typical penilik with five years experience earns about Rp.50,000 per month and a functional allowance of about Rp.20,000.

The administrative burden on the penilik is perhaps a key indicator of the effectiveness of Dikmas programs. If in 1985, as information presented earlier suggests, there were 163,129 Kejar Paket A learning

groups, 14,134 Kejar Usaha groups, and 11,000 Diklusemas courses in operation, the average penilik would be responsible for about 56 different learning groups per year. It seems unlikely that much supervision can be provided at the local level with a burden as large as this.

10.3 Analysis of Nonformal Education

This section attempts to identify the important needs, plans, and constraints as Indonesia works toward realization of its goals for nonformal education. progress toward these goals is then reviewed with respect to the themes of external efficiency, internal efficiency, access and equity. administration and supervision, and costs and financing. A set of conclusions is drawn from this analysis. The analysis is subject to the same limitations imposed by data quality that were mentioned at the beginning of section 10.2.

10.3.1 Needs

The review of the current status of nonformal education in Indonesia points to several principal needs in the subsector:

First Priority

- In order to respond to pressures for increased access to employment-oriented skills training, there is a need to identify effective ways that this can be provided;
- With the expansion of training possibilities offered by the private sector, there is a need to ensure equitable participation of those who cannot now afford these opportunities;

- Following a period of rapid expansion of Kejar Paket A learning groups, there is a need to pay increased attention to the quality of learning that takes place in these groups.

Kejar Paket A continues to receive the highest priority in the development budget. With over Rp.17 billion being invested annually in this form of education, with the large access to these learning groups already achieved, and with the prospect of large numbers of primary school dropouts in the future, the time appears to be right for devoting more energy to improving the quality of these educational services. At the same time, increased access to employment-oriented skills training has become more urgent, and additional resources and new measures to promote equity, particularly with respect to private nonformal education, will be required. There is still no clear indication of the most effective ways for nonformal education to respond to these needs.

Second Priority

- There is a need to strengthen and extend delivery and supervisory capabilities at the local level; and
- There is a need to improve the collection and flow of information, especially with regard to what learning groups are accomplishing, for purposes of policy analysis, planning, and management.

10.3.2 Plans

The Government's current plans for developing nonformal education include the following:

- Emphasizing nonformal education approaches that focus on income-

generation rather than traditional vocational skills training as a means to address the problems of unemployment and underemployment. This has been announced in recent speeches by the new Minister of Education and Culture. Specific policies have yet to be set forth. Dissatisfaction has been expressed with the results and costs of skills training provided by formal schools. The Minister has asked the Director General of Nonformal Education, Youth, and Sports to plan for a program of employment-oriented education for young people of secondary school age;

- Strengthening the role of Dikmas to provide assistance to the private sector to deliver income-generating skills training. Dikmas has already begun exploring the use of different kinds of incentives;
- Reorganizing basic education in Indonesia by joining primary education and nonformal education under one Directorate General (see Chapter 5). This is still in the planning stages but could take place sometime in 1986;
- Identifying ways to tap local sources of revenue to finance out-of-school education programs;
- Developing nonformal education programs for SMP and SMA drop-outs. These will be called Pakets B and C. Although still in the planning stages, these programs are likely to take the form of self-instructional, employment-oriented learning kits; and
- Increasing the attention paid to post-literacy activities as a means to consolidate and extend skills acquired through Kejar

Paket A. UNICEF is assisting in an experimental effort to provide newspaper columns and village library materials for new literates.

10.3.3 Constraints

The principal constraints to realization of the Government's goals for eradicating illiteracy and extending opportunities for basic education and income-generating skills training for those who have dropped out of school include the following:

- The low level of motivation among illiterates to join basic education learning groups and to sustain a commitment to learning activities until literacy and other skills are acquired to a level of functional utility;
- The large number of persons still not able to speak Bahasa Indonesia and the difficulties this presents in implementing a standardized national curriculum;
- The continued willingness of qualified persons to serve without pay as tutors and monitors for learning groups as economic development extends the cash economy in Indonesia; and
- The capacity of the modern sector and the informal sector to absorb additional labor and provide satisfactory incomes and markets for goods and services.

10.3.4 Issues

Nonformal education issues in Indonesia are now reviewed in light of the themes of external efficiency, internal efficiency, access and equity, administration and supervision, and costs and financing.

10.3.4.1 External Efficiency

External efficiency is concerned with how well education, in this instance nonformal education, provides the knowledge and skills needed for employment or for further education. External efficiency is largely concerned with how well nonformal education relates to the economy rather than to personal needs.

Nonformal education is undertaken in Indonesia for a variety of purposes not directly related to the economy. These include such things as improving family and community life and developing citizenship. These purposes are clearly important, and greater attention should be paid to assessing how well nonformal education is contributing to their realization; but despite the varied purposes of nonformal education, the issue of external efficiency is of crucial importance because of the urgency assigned to finding employment and improving incomes by both participants in nonformal education and the government.

External efficiency is impossible to assess without longitudinal or tracer studies of those completing training offered by Dikmas; it is essential to learn how these individuals fare in finding work, improving income through self-employment, or gaining access to opportunities for further education and training. Although such data are not currently available, there are plans to conduct studies of this nature during the course of the Second Nonformal Education Project. To be useful in coming policy discussions, these studies should try to explore the effects of widening the focus from simple vocational skills training to income-generating or employment-oriented training. The questions are these: Is it possible to "educate" for income generation? For those

unemployed or underemployed, what are the effects on employment and income of loans from the Learning Fund and training in managing small businesses, marketing, and job hunting (to the extent that these take place)?

For each of the Dikmas programs, the issues with respect to external efficiency differ. These are discussed below:

Kejar Paket A. For illiterates who have never been to school, the impact of literacy training on future employment, earnings, and further education is likely to be small. Gaining rudimentary literacy skills is not likely to add much to productivity or incomes, especially among the underemployed rural population. What is of greater interest are the effects of basic education on such things as improving nutrition, hygiene, health, child care, and access to basic services. International research has demonstrated the importance of mothers' level of education in promoting these outcomes. The question to be asked is how effectively does Kejar Paket A contribute (or could it contribute) to these important non-monetary outcomes. There is no evidence, however, that Kejar Paket A is presently making such a contribution.

The issue of external efficiency is more relevant with respect to the income-generating activities of Kejar Paket A. To what extent do illiterates find opportunities that are profitable and sustainable within the village economy as a result of working together with a volunteer tutor in a program that receives a small loan from the Learning Fund but offers little or no deliberate skills training?

Similar activities in other countries suggest that income benefits to participants in groups similar to those of Kejar Paket A in scale and

activity are likely to be small, because the capital investments are small and participants often devote only a few hours a month to these activities. It was found in Kenya, for example, that successful women's income-generating projects yielded participants a profit of about \$5-10 per year and about \$21 if groups stayed in existence for three or more years. If similar results were obtained by rural women in successful Kejar Paket A learning groups, a \$10 profit would lead to an average increase in annual income of about 5-6%. Although the total effect of this increase in income might not be large, since many income-generating activities do not succeed, its importance lies in the extent to which it serves as an incentive for basic education related to the non-monetary outcomes described above. This is where Kejar Paket A might make its greatest contribution. It was not designed to be, nor is it likely to become, a major vehicle for generating significant employment or supplementary income for illiterate citizens.

For primary school dropouts in Kejar Paket A, the issue of external efficiency is different. For those already having acquired some amount of literacy in school, literacy gains through Kejar Paket A are possibly more significant and relate to possibilities for further education. For those who use Kejar Paket A (and supplementary instruction) as a route to primary school equivalency, the external efficiency issues are whether such equivalency improves prospects for finding employment, undertaking a trade, getting into a training course, or continuing into secondary education. Again, only a tracer study can answer these questions.

Using nonformal education as a means toward primary school equivalency seems to be a matter of some policy ambivalence at the present time. On the one hand, this option is being developed and approaches are being tested under a project with UNICEF. Similarly, the pass rate on primary school equivalency exams is a key indicator of success for improving basic education under the Second Nonformal Education Project. (The pass rate or even the number of students taking exams is still unknown.) On the other hand, Dikmas is aware that Kejar Paket A was not designed to be a primary school equivalency program. Kejar Paket A does not cover the range of knowledge and skills taught in primary school but rather is concerned with the more practical aspects of daily life. Emphasizing primary school equivalency might require not just supplementing the content of Kejar Paket A but changing it as well. Such changes could lead to an unwanted emphasis on the kind of instruction already offered by primary schools and could possibly fuel unrealistic expectations for entry into and success in secondary school. A clarification of goals with respect to primary school equivalency should accompany investigation of the external efficiency of this option. The establishment of a Directorate General for Primary and Nonformal Education is likely to facilitate this investigation.

Kejar Usaha. There are several issues with respect to the external efficiency of Kejar Usaha. Kejar Usaha groups receive a greater investment in the form of loans for income-generating activities than the Kejar Paket A groups and are more directly employment-oriented. Tutors for these groups must be more highly skilled than those for basic education. Volunteerism is less of an issue, since revenues generated

by the group can be used to compensate tutors. There is evidence (see section 10.2.4.3) that many of these groups do manage to initiate some type of production and that monies from the Learning Fund are not being lost. Still to be ascertained is what happens to participants in these groups with respect to earnings and continued employment. Do members of groups receive adequate compensation or, if Kejar Usaha is actually more a form of apprenticeship, do they acquire the skills needed to go into business for themselves?

The major issue with respect to Kejar Usaha is how far this type of program might be expanded in response to the interest in having nonformal education play a greater role in a national strategy for employment generation and income improvement. It is impossible to assess the external efficiency of this kind of training at a higher scale of activity without knowing its external efficiency at the present level. It is not known yet how many of these small Kejar Usaha businesses can successfully market goods and services in the face of competition from new groups or the expanding modern sector. Moreover, since employment possibilities and markets for goods and services are likely to vary according to locality and to change rapidly, it is extremely difficult to obtain information on Kejar Usaha businesses on a regular basis and feed it into the planning process.

Private Nonformal Education. The tracer studies to be undertaken during the Second Nonformal Education Project should look at participants from the private Diklusemas courses as well as those in Kejar Usaha. These courses have grown rapidly in recent years, and the external efficiency of this type of training (which will vary by skill

type and by region) is of vital interest for future policy in the nonformal education subsector. If these courses are found to be making a significant contribution to employment and income of participants, this is the type of activity that might be most easily expanded. Since the private sector and participants bear most of the costs of this training, expansion would require less public revenue and less administrative complexity. Dikmas' role would be to provide assistance in encouraging training in areas where employment and income possibilities look the most favorable, in improving access in regions where opportunities are not sufficiently developed, and in promoting equity by assisting those unable to pay the fees required for this training.

In summary, there is essentially no evidence as yet of the external efficiency of nonformal education. Effective national policy clearly will require better information than is now available. It will also require realistic expectations. Nonformal education, in many places, has proved to be most effective in providing locally-responsive interventions in the area of community development and social welfare. To some extent, it has also assisted marginal groups in society to participate in the economic activities of the informal sector. What is not clear is how successfully nonformal education can contribute to employment and improvement of income as part of a larger strategy to overcome the insufficient capacity of an expanding modern sector to absorb labor.

10.3.4.2 Internal Efficiency

Internal efficiency in the nonformal education subsector relates to how well it uses available resources to improve the quality and expand the quantity of instruction it offers. In nonformal education as in the formal system, qualitative inefficiencies are reflected in low attainment of participants, poor preparation and effectiveness of instructors, inadequate or inappropriate methods of instruction, and the unavailability or ineffectiveness of learning materials. Quantitative inefficiencies are found in high drop-out rates and excessively high or low participant-to-instructor ratios.

Achievement. It is difficult to assess the internal efficiency of nonformal education without a better idea of what is being achieved by participants and how much time is being spent in learning. As mentioned in section 10.2.4.3, a test of literacy to measure the progress of participants in Kejar Paket A is to be developed during the Second Nonformal Education Project. If this test is sensitive to incremental gains for participants with varying levels of literacy prior to training, it will be an important indicator of the efficiency of basic education. Results from these tests would help confirm or dispel the suspicions that little in the way of literacy skills is being acquired with the low levels of time on task. For those completely illiterate when joining a learning group, three hours of instruction per week over the course of three to six months is likely to produce a very low and probably unsustainable level of literacy. Experience in other countries shows that literacy programs lasting from 300-700 hours are not long enough to be effective. Because the programs are so short, they allow

participants insufficient time to practice newly-learned skills; consequently, it is unlikely that the participants are able to retain these skills at any usable level.

Similarly, without better information about time spent in learning, it is difficult to comment on the quality of instruction being given, and on whether outcomes are the result of poor instruction or the virtual absence of a "treatment effect." Information is also needed on how well the literacy training and income-generating activities reinforce one another.

Finally, it would be useful to be able to disaggregate the experience of primary school dropouts from that of illiterates in Kejar Paket A programs, with respect to achievement. As the population of persons who have never been to school continues to decline, primary school dropouts will become an even larger proportion of Kejar Paket A participants, and some refocusing of Kejar Paket A objectives and methods may be called for.

Participant/Tutor Ratios. Dikmas aims at a 10:1 participant/tutor ratio for Kejar Paket A learning groups and a 5:1 ratio for Kejar Usaha groups. There is no evidence to suggest what an optimal ratio might be for an out-of-school literacy group that is also engaging in income-generating activities. There is the possibility that the 10:1 ratio could be increased, especially to take advantage of good tutors. If this is feasible, it would allow expansion of the system without additional supervisory or tutor training costs. The 5:1 ratio in Kejar Usaha groups seems to be low, and the enrollment data in section 10.2.4.1 indicates that this has increased to 7:1. Since total

enrollments have not been affected by this increase, it appears to be efficient. What is not known is how much farther the ratio could be increased without reducing individual shares of group revenues or wages to a point where participation is no longer desirable.

Dropouts. The information presented in section 10.2.4.1 indicates a drop-out rate estimated at 14% to 50% for Kejar Paket A. Despite the obvious inefficiency indicated, this rate is not high when compared to drop-out rates in out-of-school literacy activities in other developing countries. Moreover, the drop-out rate is probably as much an indicator of insufficient motivation for literacy on the part of the individual as of inefficiency of the instructional program.

Drop-out rates from Kejar Usaha groups and from Diklusemas courses would allow an interesting comparison of internal efficiency in the area of vocational skills training. So far, this information is not available.

Language of Instruction. The 1981 evaluation of the First Nonformal Education Project found that almost all Dikmas learning groups were instructed in Bahasa Indonesia, yet 43% of the participants surveyed indicated they spoke little or no Bahasa Indonesia. The efficiency of learning is not likely to be very high in such a situation. Whether this can be effectively remedied through the use of supplementary materials rather than through more far-reaching changes in instructional delivery is questionable.

Instructor Quality and Preparation. Dikmas instructors, as suggested in section 10.2.4.2, possess a comparatively high level of educational attainment and previous educational experience; most are

primary school teachers. In many other developing countries, volunteer instructors in nonformal education are often barely literate themselves. Despite tutors' generally high educational backgrounds, instructional quality appears to be highly variable and closely related to how well tutors adapt to the special requirements of out-of-school instruction with an older clientele. Training of tutors under the Second Nonformal Education Project aims at enhancing their ability "to use various training techniques, construct relevant curricula, use audio-visual aids, and understand and conduct evaluation." A visit to about 14 learning groups by the Sector Review team found few examples of techniques other than those expected in a very traditional primary school classroom. As mentioned in section 10.2.4.2, tutors receive only three days of training, and some do not receive any training at all. It is doubtful whether a three-day training course is likely to contribute much in the way of new teaching skills for nonformal education. Dikmas needs to explore alternatives to improve the training of tutors to make better use of the limited time and resources available for this purpose.

Instructional Materials Utilization. Dikmas, as the information in section 4.2.4.3 suggests, has made considerable progress in being able to design, produce, and distribute learning materials for basic education. Production and distribution of supplementary materials and materials for vocational skills training will improve during the Second Nonformal Education Project. Availability of Paket A materials is generally good and distribution/utilization of one set of A1 - A3 booklets per participant and one set of A4 - A20 booklets per six participants would seem to be efficient. As also mentioned in section 10.2.4.3, there are some

distribution problems still to be solved, especially with regard to supplementary materials and materials relevant for income-generating groups.

In summary, the various indicators of internal efficiency point to both efficiencies and inefficiencies in Dikmas learning groups. With respect to materials utilization and participant-to-tutor ratios for Kejar Usaha, the program appears to be achieving efficiency. However, most of the indicators point at substantial inefficiency: little time spent in learning, high drop-out rates, low levels of training for tutors, and a large percentage of learners being instructed in a language they understand little or not at all.

10.3.4.3 Access and Equity

Access refers to the proportion of the target population being served by the subsystem. Nonformal education is not compulsory and is often not required or wanted by large numbers of the target population. Therefore, interpretation of access is different from that for formal education, where insufficient access is the result of inadequate supply of opportunities rather than inadequate demand, as is often the situation in nonformal education.

As mentioned in section 10.2.4.1, the target population for nonformal education in Indonesia are illiterates aged 7-44, and school dropouts aged 13-29 who need further skills training. The first group was estimated to contain about 16 million illiterates aged 7-44 in 1985 (see table 10.11 in section 10.2.4.1). Considering that the majority of these 16 million people either are not motivated to pursue basic

education (especially illiterate males) or have taken part in Kejar Paket A education in previous years, an actual target population of illiterates is probably closer to 6-7 million. In 1985, an estimated 1.2 million children will drop out of primary school. Assuming that the number of primary school dropouts seeking basic education in 1985 is equal to the number of dropouts in 1985 who will not pursue basic education until future years, the target population for out-of-school basic education in 1985 would be about 7.2 to 8.2 million people. Approximately 1.8 million persons were enrolled in Kejar Paket in 1985.

With respect to the 13-29 age group for whom employment-oriented skills training is targeted, access is not nearly so good. In 1985, an estimated 13.4 million young people aged 13-18 will not be enrolled in secondary school. The proportion of these young people looking for training to gain employment or improve income is unknown but potentially large. There were about 95,202 persons enrolled in Kejar Usaha groups and an estimated 840,000 in Diklusmas courses during 1985. The Government has indicated clearly that this is considered evidence of insufficient access to employment-oriented training.

Equity relates to the extent to which educational opportunities are available to relevant segments of the population, without restriction due to factors beyond an individual's control such as sex, geographical location, and socio-economic status. Each of these factors is considered.

Sex. The data on enrollments in Dikmas programs, presented in section 10.2.4.1, indicate that women and girls constitute an estimated 66% of all participants. There is no evidence that the high participation rate of women has reduced opportunities for men. In view of the overall

size of its programs, Dikmas may be the largest out-of-school learning program for women in a developing country. The high rate of participation of women in nonformal education is indicative of equity only to the extent that this does not reflect larger inequities resulting from low rates of participation in primary and secondary education. That is, nonformal education would not be promoting equity for women if their presence in such programs was the result of their being steered into less advantageous opportunities outside the formal school system. As shown in Chapters 5 and 6, participation rates of girls and young women in primary and secondary education are equitable, and the high participation rate of women in nonformal education is not indicative of larger equity within the educational system.

Among tutors in Dikmas programs, as mentioned in section 10.2.4.2, about half are women. What proportion of women hold supervisory and management positions within Dikmas is not known, although it is estimated that less than 5% of peniliks are women. Both equity and the make-up of the clientele of nonformal education programs suggest the need for more women in management and supervisory positions.

Geographic Location. Considering its large population spread across a vast archipelago, Indonesia has made impressive progress in ensuring that participation in nonformal education is not hindered by circumstances of geography. Tables 10.2, 10.3, and 10.4 in section 10.2.4.1 presented the distribution of learning groups for Kejar Paket A and Kejar Usaha and for Diklusemas courses by province. For each type of activity, there was substantial variation in the number of learning groups and courses in the provinces. This diversity is in large part explained by the variation in

the size of the population living in each province. It is necessary to compare the number of learning opportunities in nonformal education to the size of the population in each province. Table 10.17 makes this comparison by showing population, Kejar Paket A groups, Kejar Usaha groups, and Diklusemas courses in each province as percentages of the totals for Indonesia. This comparison shows a generally satisfactory distribution of learning opportunities across the provinces for Kejar Paket A and Kejar Usaha. There does appear to be an inequitable concentration of Diklusemas opportunities in DKI Jakarta. Provinces that are noticeably underserved for Kejar Paket A and Kejar Usaha are the densely populated Jawa Barat and Jawa Tengah. However, opportunities for Diklusemas courses and for formal education are better in these provinces than in others. With respect to the quality of programs from one province to another, this is hard to measure, but substantial variation is believed to exist. For example, a

TABLE 10.17

DISTRIBUTION (PERCENTAGE) OF POPULATION
(1980), KEJAR PAKET A AND KEJAR USAHA
LEARNING GROUPS AND DIKLUSEMAS COURSES (1985) BY PROVINCE

Province	Percentage of Total Population	Percentage of Total Packet A	Percentage of Total Kejar Usaha	Diklusemas
DI Aceh	1.77	1.25	1.75	0.57
Sumatera Utara	5.67	4.41	10.24	5.92
Sumatera Barat	2.31	2.25	3.69	3.11
Biau	1.47	3.38	1.85	2.57
Jambi	0.98	1.76	0.26	0.69
Sumtera Selatan	3.14	4.09	1.66	2.54
Bengkulu	0.52	0.32	0.00	0.31
Lampung	3.14	10.80	4.21	1.57
DKI Jakarta	4.41	2.26	1.95	17.75
Jawa Barat	18.61	5.51	2.84	19.54
Jawa Tengah	17.20	5.65	6.25	13.34
DI Yogyakarta	1.87	2.21	7.67	0.92
Jawa Timur	19.79	30.10	23.18	21.76
Bali	1.67	1.22	5.19	1.81
Nusa Tenggara Bara	1.85	3.64	2.48	0.65
Nusa Tenggara Timu	1.86	2.64	3.83	0.28
Timor Timur	0.38	1.84	0.15	0.00
Kalimantan Barat	1.68	4.75	1.42	1.40
Kalimantan Tengah	0.65	1.49	1.76	0.30
Kalimantan Selatan	1.40	0.93	0.50	0.83
Kalimantan Timur	0.83	5.13	0.90	1.11
Sulawesi Utara	1.43	0.00	0.00	1.06
Sulawesi Tengah	0.87	0.11	10.90	0.12
Sulawesi Selatan	4.11	1.99	2.68	1.40
Sulawesi Tenggara	0.64	1.58	3.82	0.03
Maluku	0.96	1.03	0.81	0.19
Irian Jaya	0.79		0.00	0.43
<hr/>				
TOTAL	100.00	100.00	100.00	100.00

Source: Sector Review Calculations from Dikmas Data

visit by the Sector Review team to about 14 learning groups in Jawa Barat and Jawa Tengah showed noticeably better organization of learning groups and higher quality of instruction in Jawa Tengah. The reasons for such disparities have yet to be explored.

At the sub-provincial level, inequities in the distribution of learning opportunities are likely to be more significant and more difficult to remedy. The data that are available, however, do not allow these relationships to be explored. Similarly, the availability and quality of learning opportunities among kecamatans are almost surely affected by both the presence of a penilik in that area and the energy that this person brings to the task of initiating learning groups. The data do not permit confirmation of these contentions, however. To the extent they are true, their effects on an equitable distribution of learning opportunities will be minimized when, by next year, each kecamatan has its own penilik.

There is also a good deal of variation among kecamatans with respect to the number and accessibility of villages served by a penilik. Table 10.18 shows the distribution of villages by province according to the penilik's judgment about the ease of accessibility of the village. About 20% of the villages served were considered to be poorly accessible. This number was double or more in the provinces of Irian Jaya, Maluku, Sulawesi Tenggara, and Kalimantan Tengah. Clearly accessibility affects quality and timeliness of supervision, support, and materials distribution.

The data available for nonformal education do not permit comparisons between urban and rural areas. It is interesting to note,

however, that unlike many developing countries, Indonesia has not given its capital city a disproportionate share of opportunities (except for Diklusmas courses) relative to its population (see Table 10.18).

TABLE 10.18
DISTRIBUTION (PERCENTAGES) OF EASE OF
ACCESSIBILITY OF VILLAGES HAVING DIKMAS
LEARNING GROUPS
1982

Province	Accessibility			TOTAL
	GOOD	FAIR	POOR	
DKI Jakarta	58%	43%	8%	100%
Jawa Barat	47%	33%	19%	100%
Jawa Tengah	25%	69%	7%	100%
Di Yogyakarta				
Jawa Timur	56%	30%	14%	100%
DI Aceh	34%	40%	26%	100%
Sumatera Utara	31%	34%	35%	100%
Sumatera Barat	36%	33%	31%	100%
Riau	33%	29%	38%	100%
Jambi	37%	34%	29%	100%
Sumatera Selatan	23%	67%	11%	100%
Bengkulu	41%	24%	35%	100%
Lampung	38%	46%	16%	100%
Kalimantan Barat	32%	41%	27%	100%
Kalimantan Tengah	29%	17%	54%	100%
Kalimantan Selatan				
Kalimantan Timur	41%	32%	27%	100%
Sulawesi Utara	51%	29%	20%	100%
Sulawesi Tengah	33%	38%	29%	100%
Sulawesi Selatan	44%	37%	19%	100%
Sulawesi Tenggara	29%	25%	46%	100%
Maluku	15%	29%	56%	100%
Bali	47%	38%	15%	100%
Nusa Tenggara Bara	70%	1%	29%	100%
Nusa Tenggara Timu	32%	35%	33%	100%
Irian Jaya	31%	25%	44%	100%
Timor Timur				
Total	36%	44%	20%	100%

Source: Sector Review
Balitlang Dikoud Data; Data based on response from 40% of
Dikmas Penmas

Possibly the largest source of inequity related to geographical location has to do with language. As mentioned above, the 1981 evaluation of the Nonformal Education Project found that a major reason people dropped out of learning groups was their inability to understand Bahasa Indonesia. About 43% of the learners in the evaluation's sample reported that they spoke little or no Bahasa Indonesia; yet almost all the learning groups were conducted in Bahasa Indonesia. The inequities experienced by those still unable to speak the national language are most pronounced in regions where languages like Sundanese and Javanese are dominant.

Socio-economic status. As mentioned in section 10.2.4.1 participants in Dikmas programs appear to reflect a cross-section of the socio-economic spectrum of the community. This distribution may be equitable in a certain sense, but it would be desirable to have a distribution of learning opportunities in nonformal education skewed in the direction of the poorer segments of the community.

A goal of Dikmas has been to give priority to reaching the "poorest of the poor." The difficulties in accomplishing this -- in Indonesia and elsewhere -- are enormous. As the 1981 evaluation of the First Nonformal Education Project showed, the poorest members of the community are the most likely not to join learning groups. Those who do join are the most likely to drop out because they do not see the value of education, they regard the opportunity costs of their participation as too high, they are in poor health, and they cannot afford the private costs of vocational skills training. The poorer members of the community often expressed a preference for vocational skills training

over basic education. The evaluation found the better participation of poorer members of the community was likely to occur only with more careful recruitment and a greater concentration of effort toward the needs of these participants. Increased access may have come at the expense of equity for the low-income groups.

Dikmas has responded by integrating income-generating activities with basic education in Kejar Paket A. Further gains in equity are possible through better program quality, as discussed in connection with internal efficiency, and in assisting those who cannot pay for private nonformal education.

10.3.4.4 Administration and Supervision

The development of nonformal education in Indonesia has benefited by clear and consistent policy and skilled and stable leadership at the top levels of government. While other countries have pursued often unsuccessful attempts to "coordinate" nonformal education at the national level, Indonesia has set about to develop a national program. In doing so, the Government's strategy has relied heavily on developing the administrative and supervisory capacity of Dikmas. A concerted period of institutional development of Dikmas will continue at least through 1989.

As indicated by the evidence presented in section 10.2.4.5 substantial achievements have been realized in strengthening and extending the multi-tiered and multi-functional outreach of Dikmas. Much remains to be accomplished in resolving the seeming contradiction between improving initiative and executing responsibilities at the

provincial, kabupaten, and kecamatan levels while, at the same time, increasing compliance with national directions and operational standards. Investments in improved capabilities such as training, materials development, program planning, and evaluation often do not enjoy a spread effect, even within the close proximity of national centers, BPMs, and SKBs. As has also been noted, success has been achieved in establishing a system for gathering program-related information. Unfortunately, while great volumes of data are being collected, there is still no responsive and efficient system for obtaining and transforming those data so that they are useful for formative evaluation, policy analysis, management, and quality control.

These difficulties will have compounding effects as the carrying capacity of Dikmas is stretched to respond to expressed urgency for increasing opportunities in employment-oriented training. Where the administrative system is most in danger is at the kecamatan level -- the point where developed capacity becomes delivered capabilities, the contact point between Dikmas and the services it provides to the community. This contact point is narrow and becoming narrower.

The 1981 evaluation of the Nonformal Education Project found the peniliks were not able to provide effective services for 500 participants per year, which was the prevailing target. The study concluded the 200-300 participants was a more realistic number. In 1986, there will be 3,457 peniliks, one in each kecamatan. Even if Kejar Paket A enrollments are allowed to grow at a rate of only 1% per year, there will be 2,696,026 participants in Kejar Paket A learning

groups in 1989. This would translate into 780 participants or 78 learning groups per penilik. The penilik would have very little time for organizing or supervising these Kejar Paket A groups, and virtually no time for the more complex functions of assisting Kejar Usaha learning groups. As will be shown in the next section, the attention of peniliks to managing the Learning Fund for Kejar Usaha activities will be absolutely vital to making these activities cost-effective.

There appear to be no visible means of ensuring accountability at the local level. Presently, it is not clear how many loans from the Learning Fund are actually transferred to starting new groups. This kind of arrangement presupposes a great deal of good will on the part of participants and puts the penilik in the role of banker and debt collector.

Dikmas faces a considerable challenge in identifying affordable mechanisms for providing local supervision and accountability at the local level. Failure to do so will risk losing the dividends of years of investment of time, energy, and money. Spreading itself too thin at the local level could well mean that nonformal education in Indonesia would proceed with Dikmas providing much in the way of inspiration, but little in the way of actual guidance or support.

10.3.4.5 Costs and Financing

The sharp growth of enrollments in nonformal education has been accompanied by an increase in the Government's expenditures for this type of activity. Dikmas; development budget was Rp.789 million (\$1.9 million) in 1975/76. This rose to Rp.33.5 billion (\$30 million) for 1985/86 (see Table 10.17). The routine budget for the same year is

Rp.247 million (\$220,581). This covers staff salaries, travel, and administrative costs of Dikmas headquarters. Staff at the provincial, kabupaten, and kecamatan levels are paid out of the routine budgets of the local government authority.

Unit costs per participant in nonformal education are estimated below. These are costs to the Government. The costs to society would be somewhat larger because of the opportunity costs of tutors and participants and some private costs associated with Kejar Usaha groups.

The Government's expenditures on Dikmas' program are financed out of the annual development budget. The Government has received two loans from the World Bank to help finance activities of the First and Second Nonformal Education Projects. The first loan amounted to \$15 million and the second loan amounts to \$43 million. Assistance is also being received from UNICEF to cover activities in villages not covered by the World Bank project. The assistance from UNICEF will amount to \$3.5 million over the 1985-89 period. UNESCO is contributing the sum of \$7,000 to help finance training of tutors.

As is typically the case with nonformal education programs, the data required to estimate costs was relatively scarce. The priority task of these programs is to bring basic education or skills training to marginal, out-of-school populations. Usually, the decision to do so is a social rather than economic decision to provide the service. As a result, program costs are not of paramount importance and data regarding costs are not rigorously collected. Yet, within a context of stagnating levels of resources and increased competition, it becomes more important

TABLE 10.19
 DIKMAS ANNUAL BUDGET
 1985/86

	Development Budget	
	Rupiahs '000's	Dollars
Kejar Paket A	17300000	15446429
Kejar Usaha	3500000	3125000
Education Materials	33000000	2946429
Equipment	650000	580357
Training	2400000	2142857
Buildings	4900000	4375000
Other	1300000	1160714
TOTAL	33350000	29776786
	Routine Budget	
Salaries	215770	192652
Administration	3280	2929
Maintenance	24000	2149
Transportation	4000	3571
TOTAL	247050	220581

to view nonformal education programs from an economic as well as a social standpoint.

Even under circumstances where emphasis is placed on collection of cost data, the nature of nonformal education projects makes it difficult to quantify total program costs. Nonformal education programs, including Kejar Paket A and Kejar Usaha in Indonesia, typically make extensive use of volunteer labor, donated facilities, and other in-kind contributions. From an economic perspective, there are costs associated with using these resources, even if their value is not typically measured in monetary terms. Another problem encountered in measuring costs of nonformal education relates to the sharing of resources with other programs. Many nonformal education programs share facilities, administrative staff, or other inputs with other projects. Consequently, it is often difficult to decipher the actual proportions being used by the various programs. Regardless of these difficulties, in an environment of stagnating educational resources, it becomes increasingly important that planners and implementors of nonformal education programs be able to demonstrate the economic benefit of these programs. Examination of costs related to Kejar Paket A and Kejar Usaha must be seen in the context of the limitations outlined above.

The following paragraphs outline the direct and indirect costs of the Kejar Paket A program. Where possible, indirect costs are stated in monetary terms. Where it is not possible to do this, a qualitative description of the costs is given and it is noted that the exclusion of these costs in monetary terms underestimates total program costs. In principal, the same cost categories are considered for nonformal

education programs as for those of subsectors previously examined in this section. There are, however, some noteworthy differences.

In the Kejar Paket A program, a grant of Rp.6000 is given to each learning group to help initiate income-generating activities. In theory, this total sum is to be repaid in full. To date, there is no evidence to support this assumption. In an effort to be comprehensive in including all costs, it is assumed for the purpose of this analysis that the Rp.6000 grant will not be repaid. Future examinations of Kejar Paket A unit costs should consider the range of unit costs possible under various assumptions about grant reimbursement.

The average learning group has approximately 10 members and one volunteer tutor. From the Government's perspective, there are no direct teaching costs associated with Kejar Paket A. From an economic perspective, however, the time donated by volunteer tutors is not free. The concept of opportunity costs helps evaluators attach a monetary value to the time donated by volunteer tutors. In this specific case, opportunity cost can be defined as the wages or income that Kejar Paket A tutors give up by doing this job instead of the next best alternative. Unfortunately, there is very little official information available regarding the Kejar paket A tutors. The 1981 evaluation of the First Nonformal Education project did, however, reveal that most of the volunteer tutors were primary school teachers. Hence, the average wage rate of a primary school teacher could be used to determine the opportunity cost of volunteer labor if the time spent on this task were known. In addition, to be accurate in estimating opportunity costs, it would be necessary to determine the probability that Kejar Paket A

tutors could be employed as primary school teachers, and then adjust the wage rate to reflect this probability. Because at the time of this review, this sort of information was not readily available, estimates are not made of volunteer tutors' opportunity costs. Final estimates of total unit costs will therefore be somewhat understated.

Instructional material costs are calculated on the bases of the following assumptions: (a) 4.7 Paket A booklets per participant at approximately Rp.250 each; (b) 2.67 sets of Paket A follow-up materials per participant, also at Rp.250 each; and (c) supplementary instructional materials valued at Rp.125 per participant, or the cost equivalent of one half booklet. These assumptions yield the following totals for per-participant costs of instructional materials:

Kejar Paket A Instructional Materials Costs:

Paket A booklets: (4.5 @ Rp.250)	=	Rp.1,175
Follow-up Materials: (2.7 @ Rp.250)	=	Rp.668
Supplementary Materials	=	Rp.125
Total Material Costs		Rp.1,968

Supervision costs for Kejar Paket A learning groups are based on the assumption of 560 participants per penelik and six months of time spent on supervision. A penelik's salary plus allowances is Rp.70,000 per month. The per-participant cost of supervision is therefore Rp.70,000 x 6 months, divided by 560 participants, or Rp.750 per participant per annum.

Because of difficulties already outlined regarding estimates of facilities and administrative and maintenance costs for nonformal

education programs, estimates of these costs are not made for the Kejar Paket A program.

In this program, participants are not charged fees or any other direct costs. In reality, however, the direct and indirect costs to participants in nonformal education programs are often substantial. In many such programs, participants are required to provide materials and many hours of their time in addition to other direct costs, such as fees or dues. Although there are no observed direct costs in the Kejar Paket A Program, there are likely to be certain opportunity costs to the participants. Included among these is the earnings of productive work that are foregone in order to attend literacy classes. The estimate of these opportunity costs were not made for this analysis.

Based on the cost information that was available at the time of this review, annual per-participant costs for the Kejar Paket A program are estimated as follows:

Kejar Paket A grant	=	Rp.6,000
Instructional materials	=	1,968
Supervision	=	750
		<hr/>
		Rp.8,718

The unit cost for participant enrolled in Kejar Paket A is about Rp.8,718 per year. This unit cost is considerably lower than any of the unit costs estimated for other formal education programs examined in this section. The next lowest unit cost is an average of approximately Rp.80,000 per student per year for primary school; this is almost 10 times the amount needed to deliver the Kejar Paket A program each year.

The Kejar Usaha program provides both vocational skills training and credit to learning groups through a learning fund. The small loans

given through the credit component of the project are used by participants to start cottage industries or small businesses. Revenues generated through sales of goods from these businesses are used to pay tutors, repay the learning fund loan, compensate participants for their work, and expand their business activities.

Originally, Kejar Usaha groups were planned to take five members. In reality, the data show that the average size of learning groups is closer to seven members. Unit costs will be calculated for both scenarios.

As in the Kejar Paket A program, each learning group receives a Rp.200,000 grant from the learning fund to help them get started in a cottage industry or small business. Assuming five members per group, the per-participant cost is Rp.40,000 per year (i.e., Rp.200,000 divided by 5 members).

Tutors volunteer their services, and again, no estimate is made of the opportunity costs borne. Participants' opportunity costs are also excluded from the unit cost estimate.

Estimates of instructional materials costs are based on an assumption of one booklet per participant at Rp.250 each.

Supervision costs are based on the same assumptions made regarding penilik salaries under the Kejar Paket A program. A penilik is assumed to serve a total of 560 participants at a monthly salary of Rp.70,000. In the Kejar Usaha program, it is assumed that a penilik devotes a full year of his time to supervising the Kejar Paket A and Kejar Usaha learning groups. The cost per participant of supervision for both programs is therefore, Rp.1,500 per year, (i.e., Rp.70,000 x 12 divided

by 560). These costs should be allocated into Kejar Paket A calculations.

These assumptions yield the following estimates of unit costs for the Kejar Usaha program:

	For 5-member groups:	For 7-member groups:
Learning fund grant	Rp.40,000	Rp.28,571
Supervision	1,500	1,500
Materials	250	250
<hr/>	<hr/>	<hr/>
Total	Rp.41,750	Rp.30,321

Unit costs for the Kejar Usaha program are considerably larger than those estimated for the Kejar Paket A Program, but they are still approximately half the average unit cost estimated for primary education.

Unfortunately, very few conclusions can be drawn from a comparison between unit costs of these two nonformal education programs and unit costs of the other formal education programs examined. As noted earlier, the estimates of Kejar Paket A and Kejar Usaha unit costs represent the minimum of what these programs cost. There are, in fact, good estimates of the cost to government, but very low estimates of the cost to the Indonesian economy; because tutor and participant opportunity costs and estimates of other nonmonetary costs have not been included, the unit costs are obviously understated. In addition, it is difficult to judge from an economic point of view when the price of these programs is too high if no judgment can be made about what a given

unit cost will buy. To make this judgment, something must be said about the efficiency with which resources are used. Because of the paucity of information regarding numbers of dropouts and successful completers in these programs, it is very difficult to make even a tentative judgment about the efficiency with which resources are used. At the time of this report, it was not possible to calculate attrition cost or an instructional year per graduate for either of the nonformal education programs examined here. As a result, it is possible to conclude that unit costs for nonformal education programs are likely to be lower, but cycle costs may be higher than the costs of other programs.

Financing Kejar Usaha and Kejar Paket A

Unit costs for Kejar Usaha are highly variable with regard to the amount of funds that actually revolve and the number of persons in the learning group. Unit costs at the high end of the cost range would make expansion of Kejar Usaha opportunities very expensive for example, if participants were to be increased beyond present targets by only an average of 100 per kecamatan, this would result in a cost of about Rp.14 billion (almost half of Dikmas' current development budget, if groups contained only five members and the loans from the Learning Fund did not revolve. If loans do revolve to the extent that two thirds of the groups fund new groups and group membership is increased to 10, then the same expansion would cost only Rp.2.6 billion, or about 10% of the current budget. The advantages accruing to containment of unit costs through careful management of the Learning Fund and through (possibly) an increase in the size of learning groups is clear.

The costs of a modest growth in Kejar Paket A of about 1% per year (see section 10.2.4.1) would require the Learning Fund to grow from about Rp.17.3 billion in 1985/86 to about Rp.22.1 in 1992/93 (subject to the non-revolving assumptions mentioned above). The following year, if the enrollment projections in section 10.2.4.1 hold true and enrollments in Kejar Paket A become equal to primary school dropouts for that year, a reallocation of up to two-thirds of the Kejar Paket A Learning Fund to Kejar Usaha and other employment-oriented training would be possible that year.

For the private Diklusemas courses, students pay for their training, which may cost anywhere between Rp.600 and Rp.500,000. The cost implications vary among the different forms of assistance the Government may select to increase its assistance to private nonformal education; an analysis of them cannot be made at this time.

Whether the amount of Kejar Usaha unit costs, together with the administrative complexity of operation the program, make Kejar Usaha a cost-effective alternative for an expansion of income-generating training is not clear. This must be assessed in comparison with the costs and benefits of using the same funds to expand training in private nonformal education courses and to stimulate employment in the modern sector.

10.4 Conclusions

The analysis of nonformal education in Indonesia gives rise to five conclusions:

Conclusion 1.

Substantial progress has been made in improving access to nonformal education during the past decade. Repelita IV targets for enrollments of school dropouts aged 13-29 in income-generating skills training, and enrollment targets for illiterates aged 7-44 and primary school dropouts in Kejar Paket A are likely to be met. During the Repelita V period, there will probably be a dramatic decline in the numbers of illiterates who have not been served and are likely to be recruited to Kejar paket A programs. This decline will permit a shift in focus in the Kejar Paket A program to allow greater concentration on the needs of primary school dropouts and permit a change in emphasis and resources in the direction of income-generating skills training for the 13-29 aged group. The extent to which Kejar Paket A is to be a terminal program of basic education, and the extent to which it is to be an avenue toward primary school equivalency need clarification.

Conclusion 2.

The Government recognizes the need for a substantial increase in access to employment-oriented and income-generating skills training. The high costs and frequently poor results of programs in formal schools to prepare young people for employment have caused great interest in the possibilities offered by nonformal education.

To what extent and in what form nonformal education can be a major vehicle in delivering employment-oriented training is still not clear.

Better information about the external efficiency of existing programs is required. It is not known what capacity the informal sector has to provide employment and improved income for larger numbers of persons with similar skills. There has not been any consideration of what role nonformal education might play in assisting the 13-29 aged group find opportunities that may come about through expansion of the modern sector.

Conclusion 3.

The Government intends to strengthen the capacity of Dikmas to assist private nonformal education. Enrollments in private Diklusemas courses have increased rapidly in recent years. The fact that most of the training costs are private and that the public has shown itself willing to bear them make this a promising avenue for future development in the subsector. Clear policy and good management will be required to ensure that the public interest is being served in the assistance given to private organizations. Effective mechanisms must be found to ensure an equitable participation in private nonformal education on the part of those unable to pay fees. Better policies and procedures, and probably additional personnel, are called for in order to plan effective use of incentives to increase opportunities in underserved areas, to identify areas and encourage training where employment and income possibilities appear to be favorable, and to ensure that private nonformal education courses meet adequate standards in the training provided and the conditions under which training takes place.

Conclusion 4.

In view of the large investments being made in Kejar Paket A, it would seem that the internal efficiency of this form of instruction is not being adequately addressed. There is insufficient information about what is actually being accomplished by the thousands of learning groups following Paket A. of special concern are the amount of time apparently spent in learning and the difficulties being encountered by those still unable to speak Bahasa Indonesia. The declining urgency to expand learning opportunities will permit increased attention on improving the quality of instruction in these groups and in achieving a more equitable distribution of quality in favor of the more disadvantaged elements of the community.

Conclusion 5.

The administration, supervision, and delivery of services at the local level is still not satisfactory. Dikmas centers at the national, provincial, and kabupaten levels do not appear to be providing training and materials development services in the manner intended. At the kecamatan and village level, adequate mechanisms for accountability, supervision, and management of the Learning Fund are still not visible. Ineffective program supervision and management of the Learning Fund at the local level will add greatly to the costs of Kejar Usaha training and constrain the possibilities for effective expansion of this type of activity in the future.

10.5 RECOMMENDATIONS

The analysis of nonformal education in Indonesia and the conclusions reported suggest several recommendations for policy and program improvement and for further research. These are treated separately and in order of priority. The recommendations that address programs contain suggestions for possible action.

10.5.1 Policy and Program Recommendations

The following three policy and program recommendations are of first priority:

Recommendation 1. Develop clear and realistic policies for the expansion of employment-oriented and income-generating skills training.

Discussion.

Formulation of policy within the Ministry of Education and Culture, with regard to expanding opportunities for employment-oriented training, should involve all the subsectors concerned. Policy formulation should define the role nonformal education can play in meeting the goals of government. This role cannot be adequately defined without better information on how effectively nonformal education is currently improving the employment and incomes of the clientele it serves. The tracer studies foreseen under the Second Nonformal Education Project should be delayed no longer. The scope of these tracer studies should include Diklusemas courses as well.

Implementation Alternatives.

There are several program alternatives to be considered in a policy

of expanded access to employment-oriented training. These include expansion of the Kejar Usaha program, expansion of Diklusemas courses, new forms of assistance to encourage entrepreneurial development in rural areas, and implementation of programs to assist secondary school dropouts obtain a better level of general education to make them employable and trainable in the modern sector. Developing the latter alternative has implications for the scope and content of Pakets B and C.

Recommendation 2. Revise policy with respect to the relative emphases of Dikmas programs to reflect the changing composition of the target population.

The successful expansion of access to basic education through Kejar Paket A during Repelita IV means that most of the illiterate population aged 7-44 who have not been served and who are likely to be recruited into learning groups will be greatly reduced in the coming decade. This reduction should be reflected in a shift of emphasis in Dikmas' programs and in targets for Repelita V. Kejar Paket A should increasingly address the needs and abilities of primary school dropouts. Resources should also shift in the direction of employment-oriented training for the 13-29 age group and be used to finance the expansion of these opportunities.

Recommendation 3 Improve the quality of instruction in the Kejar Paket A program. The quality of instruction provided in Kejar Paket A programs should be improved.

Implementation Alternatives. Possible action steps include the following:

- Develop replicable models of quality instruction in learning groups. Those learning groups successfully implementing the model should be used as training sites for peniliks and tutors;
- Improve incentives for tutors. Consideration should be given to such things as awarding credit points for promotion of government civil servants (the majority of tutors are primary school teachers) for serving as tutors;
- Create greater reliance on resources (content and personnel) from government departments concerned with such things as health, nutrition, and agriculture. This should be in the form of actual involvement in planning and delivering instruction and not in the form of coordinating committees;
- Experiment with different approaches to link literacy training with income-generating activities. These approaches would include those where one precedes the other and those where literacy and income-generating activities are pursued concurrently;
- Enrich Paket A with relevant primary school instructional materials in areas such as Pancasila moral education, science, social studies, and Bahasa Indonesia;
- Devise better methods of formative evaluation and obtain better information on instructional outcomes.

The following three policy and program recommendations are of second priority.

Recommendation 4. Improve administration, supervision, and support in Dikmas programs.

Implementation Alternatives.

This recommendation might be accomplished through the following action steps:

- Clarify the service roles to be provided at the national, provincial, and kabupaten levels (BPKB, BPMs, and SKBs) and ensure greater compliance with program objectives;
- Strengthen support at the kecamatan level by recruiting peniliks on the basis of their likely success in the area of nonformal education rather than using these positions for career advancement of older civil servants;
- Strengthen the role of the LKMD in administration of programs at the local level;
- Improve accountability in the management of the Learning Fund by establishing better mechanisms to revolve funds. Dikmas should explore the feasibility of cooperating with commercial banks in managing Kejar Usaha loans;
- Strengthen supervision of learning groups and on-the-job training of tutors by establishing a kind of "master tutor" scheme. This would entail identifying the best tutor in a kecamatan, providing further training at a SKB, and offering some kind of incentive to assist the penilik with supervision of tutors in the kecamatan.

Recommendation 5. Clarify policy for primary school equivalency through nonformal education.

Discussion.

In anticipation of the reorganization of basic education under one Directorate General, there should be a clearly stated policy concerning primary school equivalency through nonformal education. At the moment, it is not known how many primary school dropouts progress through Paket A to the point of taking primary school equivalency exams, what difficulties they encounter, whether the exams administered by various Kandeps are comparable, how many students succeed, and how many go on to secondary school.

Implementation Alternatives.

There are two policy alternatives. One, Kejar Paket A could remain an essentially terminal program of basic education with a continuation of current possibilities for some to take primary school equivalency exams. Under the UNICEF project, students in participating villages are provided with supplementary materials and assisted in paying the fees charged to take examinations. Two, in view of the increasing proportion of primary school dropouts in Kejar Paket A in relation to those who have never been to school, Paket A could become a more focused program of primary school equivalency for those unable to attend school. If the Government wishes to encourage this possibility, a comparison should be made between outcomes of formal primary school instruction and those of Kejar Paket A and supplementary materials. Also, the success of Kejar Paket A completers in entering and progressing through secondary education should be studied. Moreover, the content of Paket A would

have to be reworked or substantially augmented to cover adequately what is taught in primary school. If an out-of-school route to primary school equivalency is to be encouraged, there should be a national equivalency exam, and it should be administered free to students.

Recommendation 6. Improve systems for collecting and transforming information for management and policy analysis.

The efforts of Balitbang Dikbud to improve the collection and use of management and policy-related data should be intensified. Although substantial progress has already been made, current procedures should be simplified to allow greater timeliness and utility of information being collected. Additional measures are required to provide a better idea of how long learning groups stay in existence, how much time is spent in learning, and whether participants join new groups when their initial groups finish. Spot checks should be conducted in a sample of locations to verify the accuracy of data that are reported.

10.5.2 Recommendation for Further Research

The policy and program recommendations just presented suggest the following recommendations for further research. They are listed in order of their priority.

1. Tracer Studies. The tracer studies to be conducted in connection with the Second Nonformal Education Project should be undertaken immediately. These should examine not just the Kejar Usaha participants but those from Diklusemas courses as well.

2. Information on Outcomes. The development of a national measurement to assess literacy abilities of participants before and

after competing Paket A, and skill acquisition of participants in employment-oriented training should also be undertaken without further delay.

3. Characteristics of Successful Learning Groups. A study should be initiated to identify the characteristics of successful learning groups so as to determine characteristics of participants and tutors involved, the characteristics of instruction being offered, how frequently groups meet, how long they stay in existence, how literacy training relates to income-generating activities, and what kind of supervision groups receive. The study should be undertaken with a view to improving program planning. The data available (not yet analyzed) from the 1981 evaluation of the First Nonformal Education Project would make a good starting point.

4. Information on Formative Evaluation. A study should be undertaken to learn what formative evaluation procedures are actually being used at different levels of the Dikmas system. The intention here is to lead to developing appropriate measures where none exist, and to improving them where they are not yielding useful information or are too cumbersome to use.

5. Characteristics of Effective Community Support. A study should be conducted of the characteristics of support in kabupatens where learning groups are the most successful. This would examine such variables as support from the bupati and his staff, characteristics of peniliks and tutors, educational and economic background of the population, and local financial support given to learning groups.

ANNEX A
LIST OF INTERVIEWEES

Dharma Pertiwi, National Organization of Wives of Army Officers
Dharma Wanita, National Organization of Wives of Civil Servants
Iskandar, Anwas, Director, Directorate of Community Education, MOEC
Iiyono, Staff Puslit, Balitbang Dikbud, MOEC
Iapitupulu, W.P., Director General of Nonformal Education, MOEC
Sudradjat, Pepep, Staff, Directorate of Community Education, MOEC

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ANNEX C
TERMS AND ACRONYMS

	<u>ENGLISH</u>	<u>INDONESIAN</u>
ADB	Asian Development Bank	Bank Pembangunan Asia
AKTA I	Tertiary Level Teacher Training Certification: Primary	Program AKTA I
AKTA II	" " Jr. Sec.	Program AKTA II
AKTA III	" " Sr. Sec.	" AKTA III
AKTA IV	" " University	" AKTA IV
AKTA V	" " University	" AKTA V
APBN	Gov.t Expenditure & Revenue Budget	Anggaran Belanja Negara
APDB I & II	Local Gov.'t Budgets	Anggaran Pembangunan Daerah I & II
BAKN	National Personnel Office	Badan Administrasi Kepegawaian Negeri
Balitbang Dikbud	Office of Education and Culture Research and Development	Badan Penelitian dan Pengembangan Pendidikan & Kebudayaan
Bappeda	Regional Planning Office	Badan Perencanaan Pembangunan Daerah
Bappenas	National Development Planning Board	Badan Perencanaan Pembangunan Nasional
Biro Perencanaan	Bureau of Planning	Biro Perencanaan
PLKI	Vocational Training Center	Pusat Latihan Kejuruan Indonesia
BP3	Parent Teacher Assoc. Fee	Beaya Pungutan Persatuan Orang Tua dan Guru
BPM	Regional Training and Material Center	Badan Pembangunan Masyarakat

BPG	Teacher Education Center	Badan Pendidikan Guru
BPKB	National Training and Activity Center	Badan Pusat Kegiatan Belajar
BPS	Office of Statistics	Biro Pusat Statistik
Bupati	Head of District	Kepala Kabupaten
BUTSI	Indonesian Volunteer Service Corporation	Badan Tenaga Sukarela Indonesia
Camat	Head of Sub-District	Kepala Kecamatan
Dalam Negeri	Ministry of Home Affairs	Departemen Dalam Negeri
Dati I and II	Local Gov.'t levels	Daerah Tingkat I & II
DepKeu	Ministry of Finance	Departemen Keuangan
Dept. Agama	Ministry of Religion	Departemen Agama
DGB	Directorate General of the Budget	Direktorat General Anggaran
Dharma Pertiwi	National Org. of Wives of Army Officers	Persatuan Istri ABRI
Dharma Wanita	National Org. of Wives of Civil Servants	Persatuan Istri Pegawai Negeri
DIK	Budget Document	Daftar Isian Kegiatan
Dikdas	Direktorate of Primary Educ.	Kantor Pendidikan Dasar
Dinas	Regional Office	Dinas
DIP	Project Document	Daftar Isian Proyek
Ditjen PDM (Dikdasmen)	Dir. Gen. of Primary & Secondary Educ.	Direktorat Jendral Pendidikan Dasar & Menengah
Ditjen PT (Dikti)	Dir. Gen. of Higher Education	Dir. Jendral Pendidikan Tinggi

Ditjen PLSP0	Dir. Gen. of Out-of-School Education Youth & Sport	Dir. Jen. Pendidikan Luar Sekolah, Pemuda, dan Olah Raga
Ditjen Kebudayaan	Dir. Gen. of Culture	Dir. Jen. Kebudayaan
Dosen	Lecturer	Pengajar
DUP	Project Proposal Document	Daftar Usulan Proyek
D1	Teacher training Certificate: Primary	Program Diploma 1
D2	" " Jun. Sec.	" " 2
D3	" " Sen. Sec.	" " 3
EBTANAS	Primary School Finishing Examination	Evaluasi Belajar Tingkat Nasional
FKIP	Faculty of Education in University	Fakultas Keguruan Ilmu Pendidikan
GBHN	Guidelines for State Policy	Garis-Garis Besar Haluan Negara
GDP	Gross Domestic Product	Pendapatan Dalam Negeri
GOI	Government of Indonesia	Pemerintah Indonesia
IAIN	State Institute of Islamic Religions	Institut Agama Islam Negeri
IBM	International Business Machines	International Business Machines
IBRD	International Bank for Reconstruction and Development	Bank International Pembangunan & Rekonstruksi
IGGI	Inter-Governmental Group on Indonesia	Group Antar Negara untuk Indonesia
IIEP	International Institute for Education Planning	International Inst. for Educ. Planning
IKIP's	Teacher Training Colleges	Institut Keguruan Ilmu Pendidikan

Inpres SD	Primary School built under Presidential Decree Funds	Sekolah Dasar Inpres
Inspector Jendral	Inspectorate General	Inspektor Jendral
IPA	Science	Ilmu Pengetahuan Alam
IPB	Institute of Agriculture at Bogor	Institut Pertanian Bogor
IPS	Social Studies	Ilmu Pengetahuan Sosial
ITB	Institute of Technology at Bandung	Institut Teknologi Bandung
Kancam	MOEC Sub-District Office	Kantor Kecamatan P & K
Kandep	MOEC District Office	Kantor Departemen P & K
Kanwil	MOEC Provincial Office	Kantor Perwakilan P & K
Kas Negara	MOF Regional Office	Kas Negara
Kasi Dikmas	Head of Community Education Section	Kepala Seksi Pendidikan Masyarakat
Kasi SD	Head of Prim. School Section	Kepala Seksi SD
KBKM	Vocational Skills Training	Kursus Belajar Kejuruan Masyarakat
Kejar Paket A	Basic Education	Kelompok Belajar Paket A
Kejar PD	Community Education Out-of-School Learning Group	Kelompok Belajar Pendidikan Dasar
Kejar Usaha	Income Generating Learning Group	Kelompok Belajar Usaha
Kewajiban Belajar	Universal Compulsary	Kewajiban Belajar

Primary Education

KKG	Teacher Work Group	Kelompok Kerja Guru
LKMD	Village Development Program	Lembaga Ketahanan Masyarakat Desa
KPUA, B, C	Pre-Primary Teacher Training	Kursus Pendidikan Umum A, B, C
LIPI	Research Foundation of Indonesia	Lembaga Ilmu Pengetahuan Indonesia
LNG	Liquified Natural Gas	Gas Cair Natural
Madrasah Ibtidaiyah	Islamic School (Primary)	Madrasah (Tingkat SD)
MenPan	Ministry of Administrator Reform	Menteri Aparatur Negara
MOEC	Ministry of Education and Culture	Departemen Pendidikan dan Kebudayaan
NFE	Nonformal Education	Pendidikan Luar Sekolah
NTCC	National Technical Coordinating Committee	Koordinator Bantuan Tehnis Luar Negeri
ODA	Overseas Development Assistance	Lembaga Bantuan Luar Negeri
Patjar	SD PAMONG Out-of School site	Tempat Belajar
Pancasila	State Ideology	Pancasila
PEDC	Polytechnic Education Development Center	Pusat Pengembangan Pendidikan Politeknik
Pengawas	Supervisor	Pengawas
PENMAS/Dikmas	Community Education	Pendidikan Masyarakat
Penilik	Education Supervisor in Kancam	Penilik Tingkat Kancam
Penilik TK/SD	Supervisory for Pre-Primary and Primary	Penilik TK/SD
PGA	Religious Teacher Training	Pendidikan Guru Agama

Pimpro	Development Project Leader	Pimpinan Project
Pusinfot	Office of Information (Balitbang)	Pusat Informatik
Puslit	Office of Research (Balitbang)	Pusat Penelitian
Pusisjian	Office of Testing (Balitbang)	Pusat Pengujian
Puskur	Office of Curriculum (Balitbang)	Pusat Kurikulum
PTPG	Higher Education Institute for Teacher Training	Perguruan Tinggi Pendidikan Guru
P3D	Primary School Development Project	Proyek Pengembangan Pendidikan Dasar
P3GTK	Technical Teacher Training Unit Center	Pusat Pengembangan Pendidikan Guru Taman Kanak2
PKK	Family Life Education Program	Pendidikan Kesejahteraan Keluarga
PKG	In-Service/On Service Teacher Training Program	Pusat Kegiatan Guru
PKG	Teacher Activity Office	Pusat Kegiatan Guru
PMP	Civics	Pendidikan Moral Pancasila
Pola Tinggi	Integrated Public /Private Higher Education	Pendidikan Tinggi Terpadu
PPPG	Teacher Education Development Office	Pembinaan & Pengembangan Pendidikan Guru
PPSP	Development School Project	Sekolah Pembangunan

Pramuka	Scouts	Pramuka
Proyek Buku Terpadu	Integrated Textbook Project	Proyek Buku Terpadu
PSPB	Indonesian Political History	Pendidikan Sejarah Pengembangan Bangsa
PU Wajar	Office of Universal Compulsary Educ.	Pendidikan Umum Wajib Belajar
RADIN	Meeting of Provincial Officials for Budgeting	Rapat Dinas
RAKERNAS	National Working Meeting of Budget	Rapat Kerja Nasional
RARAS	MOEC Echelon I Officials Meeting	Rapat Teras
REPELITA	Five Year Plan	Rencana Pembangunan Lima Tahun
Raudhatuî Athfal	Pre-primary Religious (Moslem)	Taman Kanak Kanak Islam
Sakernas	National Labor Force Survey	Survey Tenaga Kerja Nasional
Sanggar	World Bank In Service On Service Teacher Training Center	Sanggar
SBPP	Government Subsidy to Primary School	Subsidi Bantuan Pemerintah untuk Pendidikan.
SDLB	Integrated Schools for Handicapped	Sekolah Dasar Luar Biasa
SD-Negeri	Public Primary School	Sekolah Dasar Negeri
SD PAMONG	Primary Education by Parents Teachers, and Community	Pendidikan Dasar oleh oleh Masyarakat, Orangtua dan Guru
SD-Swasta	Private Primary Schools	Sekolah Dasar Swasta
Sekjen	Secretariate General	Sekretaris Jendral

Sekneg	National Secretariat	Sekretariat Negara
SGA	Religion Teacher Training Secondary School	Sekolah Guru Agama
SGB	Teacher Training Primary School	Sekolah Guru Bantuan
SGTK	Pre-Prim Teaching Certificate	Sekolah Guru Taman Kanak Kanak
SGO	Sports Teacher Training Secondary School	Sekolah Guru Olah Raga
SIAP	Unexpended funds	Sisa Anggaran Femerintah
SIPENMARU	University Selection Examination	Sistim Penyaringan Mahasiswa Baru
SKB	District Training & Material Center	Sanggar Kegiatan Belajar
SKKP	Home Economy Junior Secondary School	Sekolah Kejuruan Kepandaian Putri
Skripsi	Undergraduate thesis	Karangan Ilmiah Mahasiswa
SLB	Schools for the Handicapped	Sekolah Luar Biasa
SLB Terbuka	Open Schools for the Handicapped	Sekolah Luar Biasa Terbuka
SMA	General Senior Secondary School	Sekolah Menengah Atas
SMEA	Commercial Senior Secondary School	Sekolah Menengah Ekonomi Atas
SMKK	Home Economy Senior Secondary School	Sekolah Menengah Kesejahteraan Keluarga
SMP	General Junior Secondary School	Sekolah Menengah Pertama

SMP Terbuka	Open Junior Secondary School	SMP Terbuka
SPG	Teacher Training Senior Secondary School	Sekolah Pendidikan Guru
SPGLB	Teacher Training Senior Secondary School for Special Education	Sekolah Pendidikan Guru Luar Biasa
SPP	Gov.'t Subsidy to Secondary School	Sumbangan Pemerintah untuk Pendidikan
ST	Vocational Junior Secondary School	Sekolah Teknik
STM	Technical Senior Secondary School	Sekolah Teknik Menengah
STTB	Primary School Graduation Certificate	Surat Tanda Tamat Belajar
Subdit Monitor	Sub-directorate for Monitor	Sub-direktorat Monitor
S1	Bachelor's Degree	Sarjana Muda
S2	Master Degree	Sarjana Lengkap (Pasca Sarjana)
S3	Doctoral Degree	Program Doktor
SUPAS	Intercensal Population Survey	Survey Penduduk Antar Sensus
SUSENAS	Economic & Social Survey	Survey Ekonomi dan Sosial
TK (Taman Kanak Kanak)	Pre-Schools	Taman Kanak-kanak
TTUC	Technical Teacher Upgrading Center	Pusat Upgrading Guru Teknik
UDKP	Village Development Unit	Unit Kerja Pembangunan Desa
UGM	University of Gajah Mada	Universitas Gajah Mada

U.I.	University of Indonesia	Universitas Indonesia
Ujian Persamaan	Primary School Equivalence Examination	Ujian Persamaan
UNAIR	University Airlangga at Surabaya	Universitas Airlangga
UNDP	U.N. Development Program	U.N. Development Program
Universitas Terbuka	Open University	Universitas Terbuka
UNPAD	University of Pajajaran at Bandung	Universitas Pajajaran Bandung
USAID	U.S. Agency for International Development	U.S. Agency for International Development
WB	World Bank	Bank Dunia
Yayasan	Private Institutes	Yayasan