



INDONESIA*

Introduction

The Indonesian Government's strong commitment to providing local communities with educational services has been reflected in the growth of community learning centres since 1999. At that time, 484 centres existed; today, Indonesia has 3,064 centres distributed quite evenly throughout the country. However, the increase in numbers may not necessarily indicate improvements in people's knowledge and skills. Statistical data show that out of the 20 percent of the population who has not completed primary education, 40 percent have become casual workers and 60 percent permanent workers.

The main programmes organized through CLCs have been Functional Literacy, Early Childhood Care and Education, Education Equivalency Programmes, Vocational Skills Training, Entrepreneurship Training, Sports and Recreation, and Women's Education. Being the dominating partner, however, the Government has caused the operations of CLC programmes to be less publicly transparent. In turn, gaining community participation and support has become difficult. For instance, to be consistent with its policy, the Government tends to standardize the CLC programmes, which causes them to be less adaptable to the unique needs and resources of individual communities, as well as to the demands of local labour markets. The overall effect has been the creation of dependency on government funding under which increasing supervision then became the government's prerogative.

However, since illiteracy is strongly related to poverty, without government support the CLCs would hardly be capable of implementing their programmes. The midway solution has been to somehow comply with government policy and share CLC programme management with the Government. Understanding this situation, we see that the substance of the evaluation is very much placed on the CLC's structure and management. The research questions for evaluating CLC operations, therefore, address:

- (1) The effectiveness of CLCs,
- (2) The factors responsible for the effectiveness of CLC programmes, and
- (3) The impact of CLCs on local communities.

Taking into account the findings regarding these indicators, policies regarding sustainability and expansion can be formulated for securing the future development of CLCs.

The evaluation study was undertaken from July until August 2005 with a limited number of district samples taken from Sumatra, Java, Bali, and Nusa Tenggara islands. The limited number of samples was due to the excessively wide geographic spread of the CLC's districts, which caused time and funds to become critical constraints. Data collected were organized according to CLC institutions, CLC programmes, CLC learning experiences, and their impact. The extent of the data as such may provide a more comprehensive analysis of CLC performance regarding their successes and failures.

The significant growth in the number of CLCs in all provinces has had a positive impact in lowering student dropout rates. Through the CLC programmes, community members were provided with trained skills and knowledge so that everyone could develop an ability to work and to generate income. However, to what extent a CLC may fulfill its promise requires an evaluation of management, programmes and impacts. In a wider context, the existence of CLCs as institutions also needs to be discussed to see how they meet people's needs and improve their lives.

Profile of the Research Study

The evaluation study deals with three aspects of a CLC: its institutional basis, its programme implementation, and its impact. The first aspect deals with drawing the CLC's profile with respect to its environment and setting. The programme aspect is depicted through the analysis of performance in terms of CLC structure, management and role in instruction. The third aspect deals with the CLC's contribution in terms of the community's educational aspirations, social and economic welfare, and gender equity.

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This study focuses on seven districts/cities from various provinces in East Java, West Java, Yogyakarta, Central Java, West Nusa Tenggara, North Sumatra, and Bali. The CLCs in the cities are considered urban CLCs, whereas those in districts are considered rural CLCs. Sixteen district samples were finally selected out of a CLC population of 3,064.

Data were collected using questionnaires seeking to describe the situations faced by CLCs and to disclose the quality and the feasibilities of CLC programmes. They were documented and tabulated as data for the analyses. The data are mostly quantitative, with some qualitative data in the form of several case studies. Qualitative analysis is used for richer descriptions of the quantitative findings. Through this analysis, the effectiveness of CLCs as institutions, the effectiveness of the programmes, and their impact on the communities were then estimated.

Analysis of CLC Experiences

Long before CLCs were introduced, the Indonesian Government had started a national programme for out-of-school education, the purpose of which was to provide equal schooling opportunities. The programme is similar to non-formal education, the term used widely in CLC literature. The main component of the programme is educational equivalency with the elementary school (Package A), the junior high school (Package B), and the senior high school (Package C).

Most CLCs in Indonesia were, therefore, government-initiated because the main part of their programmes consisted of the educational equivalency packages. These packages aimed at providing more educational opportunities for less-fortunate communities. Although not formally stated, the district NFE office was responsible for the CLC programmes by exercising supervision and providing advice. This mechanism worked well with the CLC structure and management for appointing staff, teachers and field workers. At higher levels, the mechanism worked with an advisory committee through which the NFE officials exercised their authority as resource persons.

For this reason, before dealing with the research questions stated earlier, it is worthwhile to present a profile of Indonesian CLCs in the context of their target areas.

Indonesian CLCs are located in both urban and rural environments. Programmes provided are closely related to UNESCO Asia-Pacific Programme of Education for All recommendations. Literacy programmes are delivered through educational equivalency packages that continually attract more learners. Table 13 presents the CLC's profile according to programme unit and the provinces/cities of a CLC's location.

From the "Total" column, conclusions regarding programme inclusion can state that:

- (1). Some programmes are common to all CLCs. These include Functional Literacy, Educational Equivalency Package B, entrepreneurship training, and Early Childhood Care and Education. These programmes represent literacy and skills for improving the lives of community members.
- (2). Programmes found at some, but not all, CLCs include Educational Equivalency Package A, Educational Equivalency Package C, and Internship and Tuition Support.
- (3). Of marginal importance are programmes or activities related to Sports and Recreation, Maternity Clinics, and Family Education.
- (4). Out of 12 programmes suggested for NFE, most CLCs normally provide five to eight of them.

Similarly, conclusions regarding programme performance can be stated as follows:

- (1) 6% of the CLCs are of *high performance*.
- (2) 75% of the CLCs are of *moderate performance*.
- (3) 19% of the CLCs are of *low performance*.

Table 13: CLC Programme by Location

Area Profile		No	Province/ Cities/CLC	Programme Unit												
Environment	settings			a. Equivalency Package A	b. Equivalency Package B	c. Equivalency Package C	d. Reading Shelters	e. Early Childhood Care and E	f. Functional Literacy	g. Maternity Clinics	h. Sports and Recreation	i. Internships and Tuition Supp'	j. Vocational Skill	k. Entrepreneurship Training	l. Family Education	Total
Urban Areas	Industrial	1	CLC Anak Bangsa N.Sumatera: Medan	x	x	x	x	x					x		6	
		2	CLC Alpa West Java: Bandung	x	x			x	x			x	x		6	
		3	CLC Warga Waluyo C. Java: Semarang		x	x			x			x	x		5	
		4	CLC Assalafi C. Java: Semarang		x			x	x	x		x	x		6	
		5	CLC Sumber Mulia C. Java: Semarang		x	x	x	x	x			x	x	x	8	
		6	CLC Putra Mandiri C. Java: Semarang	x	x			x	x			x		x	6	
Rural Areas	Industrial (tourism)	7	CLC Mandiri Jogjakarta: Sleman		x	x	x	x					x	x	6	
		8	CLC Amrih Raharja Jogjakarta: Kulonprogo	x	x	x	x		x	x			x		7	
		9	CLC Tunas Harapan Jogjakarta: Bantul	x	x	x	x	x			x		x	x	x	9
	Industrial (Manu- facture)	10	CLC Budi Luhur East Java: Pasuruan	x	x	x		x	x			x	x	x	8	
		11	CLC Harapan East Java: Mojokerto				x		x			x	x	x	5	
		12	CLC Salafiah East Java: Pasuruan	x	x	x	x	x	x			x		x	8	
		13	CLC Bina Ilmu E. Java: Pasuruan		x	x	x		x					x	5	
	Industrial (arts)	14	CLC Melati Bali: Gianyar		x	x	x	x	x				x	x	7	
	Industrial and farming	15	CLC Bina Mandiri NTB: West Lombok		x			x	x	x			x	x	x	7
		16	CLC Assakinah NTB: West Lombok		x			x	x	x			x	x	6	
			Total	7	15	10	11	12	13	2	1	9	8	16	1	105

Effectiveness of CLCs

As one of the services for lower income communities, CLCs provided programmes that were relevant to the community's needs. Owing to unemployment caused by the recent monetary crisis faced by the Indonesian Government, it is quite normal that at their initial stage most programmes were oriented toward income-generating skills and literacy. Programmes less directly related to economic matters remained marginal, such as maternity clinics, family education, sports and recreation. Several factors influenced the effectiveness of CLC programmes:

Learner attendance - The distribution of learners across programmes provides a measure of the extent to which CLCs were effective. Each CLC contribution was evaluated according to the average attendance of learners. Findings were as follows:

- (1). Equivalency Package B programmes were the most highly attended.
- (2). Moderately attended programmes included Equivalency Package C and Functional Literacy.
- (3). Least attended at CLCs were Equivalency Package A, Early Childhood Care and Education, Maternity Clinics, Internship and Tuition Support, Vocational Skills, Entrepreneurial Skills, and Family Education.

Social status of learners - The analysis indicates that most learners in functional literacy programmes were migrant labourers (34%), followed by farmers (29%), unemployed parents (19%) and peddlers (18%). From the gender perspective, other data show that most of the learners were women (66%). This reflects a better awareness about the value of education. Also, most of the learners had never attended school before (50%), or were dropouts from primary school (50%). The age of the learners ranged from 30 to 35 (75%), and the rest (25%) ranged from under 15 to 25 years old.

Instructors' educational backgrounds - Instructors' educational qualifications ranged from high school certificates to master's degrees, with bachelor's degree the most common and master's degree the least common. The instructors for the equivalency packages A, B and C were 57 percent male and 42 percent female. The instructors were also involved in recruiting learners, planning and implementing the learning process. This indicates that instruction at most CLCs was conducted in a more formal fashion according to the academic view.

Types of CLC buildings - The types of building used for CLCs included residences (31.25%), public or religious schools (31.25%), community meeting rooms (6.25%), community home economics buildings (6.25%), former primary school buildings (6.25%), rented buildings (6.25%), and CLC-owned buildings (12.5%).

These data show community participation in selecting the place for teaching and learning activities. Some people were pleased to let their houses be used for the CLC programmes and activities.

Structure and Management

The effectiveness of CLC programmes relies to a great extent on the administration of these programmes, which means that organizational structure is a crucial factor.

Figure 6 presents the organizational structure of most CLCs, showing a top-down structure. The management consists of the programme coordinator, secretary, treasurer, and programme heads. The presence of an advisory committee, the members of which include community leaders along with NFE officers, might redress the imbalance of a top-down structure. Such an imbalance was inevitable due to the CLCs dependence on the government's role in providing funds and maintaining the programmes.

Although quite limited in number, some CLCs were capable of supporting themselves in running their programmes. The case of CLC Alpa, Bandung, shows us an exemplary programme in which the tools or spare parts produced became commodities for transactions whose proceeds were recycled back into the centre to support training.

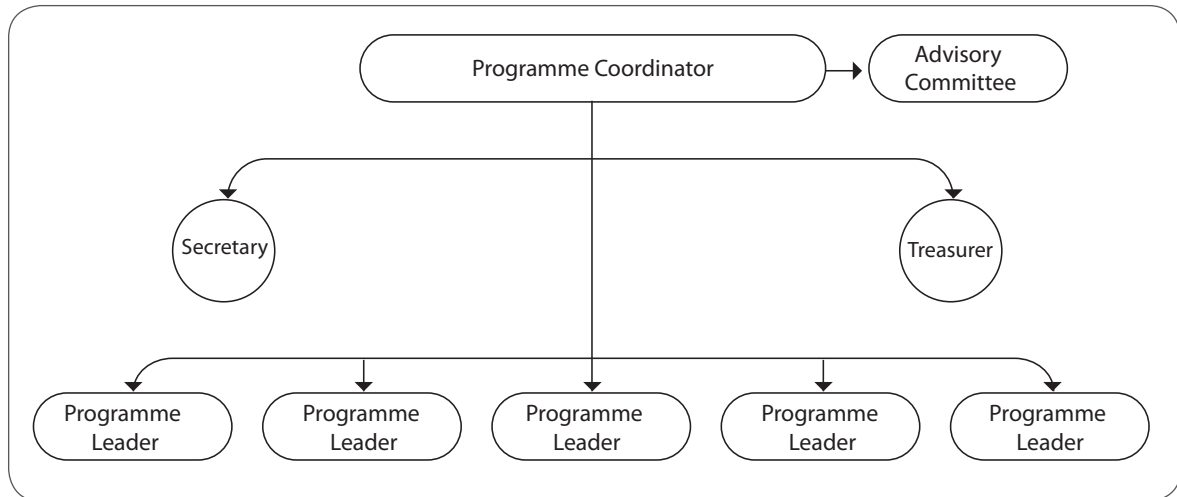
To maintain the effectiveness of programmes, instructors or district NFE officials routinely undertook monitoring/evaluation and provided advice to the CLCs as feedback. In addition, instructors were asked to motivate their learners, especially in the case of decreasing attendance.

However, government involvement may not always be seen as negatively affecting CLC programmes. In fact, it was important for maintaining the educational standards of these programmes. For example, such an involvement was necessary for legitimizing the certificates issued by CLCs. In addition, it also served to prevent any abuses of CLC functions, especially in the use of government funds.

Instructors

Most instructors are teachers hired from public schools. They work on a part-time basis to support the CLC programmes, although they are paid only US \$10 per month. Some instructors have to teach in several CLC programmes due to the limited number of instructors available. Inevitably, instructors in some particular

Figure 6: The CLC Organizational Structure



programmes are not well trained to transfer their knowledge and skills to the learner. Although these problems may limit the effectiveness of the programmes, the quality of the teaching and learning process undoubtedly also has an effect on the abilities of the graduate.

Area Coverage

Areas served by a CLC sometimes extend beyond the village boundaries to reach neighbouring villages. For example, a CLC in Lombok had to serve four villages regardless of their distance from the centre. Even though learners had to walk across mountains and along beaches, the CLC managed to maintain a high level of attendance.

Most CLCs served neighbouring villages in addition to their own, making the total number range from 4 to 20 villages. The area covered might range from 32 to 500 square kilometers. The case of a CLC in East Java, for example, is interesting in that it served two religious boarding schools in different districts.

Sustainability of the CLC

Sustainability is a critical issue not handled properly by most CLCs because either programmes or funding is very much under government control. In the long run, this situation may lead to the CLCs coming to an end. On the other hand, although very limited in number, some CLCs that were initiated by local communities possessed the capability to survive and to adapt with the changing environment.

The findings show that transparency in the structure and management is related to its sustainability. A CLC with open management, such as in the appointment of staff and instructors, may increase community participation. Similarly, the capacity for self-help, such as the ability to finance the operational activities through learners' contributions or through programme units capable of generating income, is an important determining factor for helping the sustainability of CLCs.

Impact/Outcomes

The presence of the CLC and its programmes has some positive impact on learners in the communities in that they become capable of improving their own social and economic status. Some work as groups of mechanics in shops filling business orders for spare parts. Others generate income by setting up small home industries. Literacy programmes have the most successful effect. By being able to read and write, graduates can join the work force.

Specifically, the impact of the CLC programmes on the communities can be summarized as follows:

1. Educational Equivalency Packages A, B and C, Functional Literacy, Reading Shelters, and Early Childhood Care and Education programmes have an impact on young people's opportunities to receive an education or to attend school.

2. Entrepreneurship Training, Vocational Skills, and Internship/Fee Support programmes have an impact on income-generating skills.
3. Early Childhood Care and Education programmes have an impact on parents' motivation to send their children to school.
4. Family Education and Sports and Recreation programmes have an impact on people's lives by encouraging healthy lifestyles.

From the national perspective, the presence of CLCs and their programmes to a great extent has brought positive educational impacts to Indonesian communities. The programmes are capable of improving incomes, increasing educational aspirations, and contributing to the raising of children.

Recommendations

The existence of CLCs as institutions that are capable of providing services in support of the country's commitment to Education for All indicates an awareness about the value of literacy skills. Such awareness, in turn, is expected to ease efforts to empower local communities, especially to gain new insights into how to improve their economic welfare.

However, there are also problems related to the government's historical establishment of CLCs. As an institution, a CLC is supposed to be a part of its local community; however, limited community awareness may place a CLC at risk of discontinuing its activities. The following policy recommendations are intended to minimize such a risk:

1. Motivate and encourage independence and self-sufficiency of CLCs.
2. Provide more authentic evaluation and more motivating reward systems.
3. Emphasize grassroots CLC functions and activities.
4. Continue to appeal for community participation of all kinds.
5. Increase equity in gender participation.
6. Combine monitoring and supervision.
7. Continue developmental support from the government and other agencies.

After about eight years of existence, CLCs in Indonesia have shown some successful experiences in managing their institutions and programmes. The functions of CLCs to sustain their existence are closely related to staff abilities to continuously assess the needs of the community. In developing programmes or activities, therefore, CLCs should be capable of meeting changing demands in the socio-economic life of their communities.

Managers and staff of CLCs should promote sustainability by considering it as a critical component essential for the continuity of CLCs. Therefore, CLC management should possess the capacity to create innovative programmes and use them to generate income for the CLCs and the communities they serve.