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Report No. 9856

PROJECT COMPLETION REPORT

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT
(LOAN 2355-IND)

SEPTEMBER 3, 1991

Population and Human Resources Division
Country Department V
Asia Regional Office

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CURRENCY EQUIVALENTS

Currency Unit = Rupiah (Rp)
At Appraisal 1983

\$1 00	=	Rp 970
Rp 1	=	\$0.001031
Rp 1 thousand	=	\$1.03
Rp 1 million	=	\$1,31
Rp 1 billion	=	\$1,031,000

Annual Averages

1983	1984	1985	1986	1987	1988	1989	1990
970	1,026	1,110	1,356	1,646	1,681	1,760	1,858

GLOSSARY

BPM	-	Regional Training and Learning Materials Development Center
Bidang Dikmas	-	Provincial Section of Dikmas
BPKB	-	National Resource and Training Materials Center
BP3K	-	Office of Educational Research and Development (Balitbang Dikbud), Ministry of Education and Culture (MOEC)
Desa	-	Village administrative unit (rural area)
Dikmas	-	Directorate of Community Education
Diklusemas	-	Private Courses Program
Diklusepora	-	Dt.General for Nonformal Education, Youth and Sports
Diktentis	-	Directorate of Technical Services
DIP	-	Central Government development budget
GOI	-	Government of Indonesia
IGP	-	Income Generating Program
IKIP	-	Secondary Teacher Training Center
Kabupaten	-	Administrative District
Kasi Dikmas	-	Dikmas District Officer
Kecamatan	-	Administrative Subdistrict
Kejar	-	Dikmas Learning Group
Kejar Paket A	-	Village Learning Program, Basic Literacy Program
Kejar Usaha	-	Village Learning Program, Income-Generating Program
Kelurahan	-	Village administrative unit (urban area)
LKMD	-	Village Resiliency Council
Magang	-	Apprenticeship Program
Menpan	-	Ministry for State Apparatus
MOEC	-	Ministry of Education and Culture
NFE	-	Nonformal Education
NGO	-	Non-Government Organization
Penilik	-	Dikmas Field Supervisor
PIU	-	Project Implementation Unit
Repelita	-	Five-Year Development Plan
S1, S2, S3	-	Higher level NFE graduates
SKB	-	District Resource and Training Center
SPEM	-	Reporting, Monitoring and Evaluation System
Susenas	-	Bureau of Statistics Household Survey
Tutor	-	Volunteer Instructor of nonformal education programs

FISCAL YEAR OF BORROWER

April 1 - March 31

THE WORLD BANK
Washington, D.C. 20433
U.S.A.

Office of Director-General
Operations Evaluation

September 3, 1991

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT

SUBJECT: Project Completion Report - Indonesia
Second Nonformal Education Project (Loan 2355-IND)

Attached, for information, is a copy of a report entitled "Project Completion Report - Indonesia Second Nonformal Education Project (Loan 2355-IND)", prepared by the Asia Regional Office, with Part II of the report contributed by the Borrower. No audit of this project has been made by the Operations Evaluation Department at this time.

Attachment

A handwritten signature in black ink, appearing to be 'L. P. ...', is written over the word 'Attachment'.

PROJECT COMPLETION REPORT

INDONESIA
 SECOND NONFORMAL EDUCATION PROJECT
 (LOAN 2355-IND)

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INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355 IND)

PROJECT COMPLETION REPORT

PREFACE

This is the Project Completion Report (PCR) for the Second Nonformal Education Project in Indonesia, for which Loan 2355-IND in the amount of \$43.0 million was approved on February 16, 1984. The Loan Account was closed on September 30, 1990. It is fully disbursed, with the last disbursement reported on February 22, 1991.

The operational evaluation of this PCR was prepared by the Bank's Population and Human Resources Division, Asia Country Department V (Parts I and III), and the Borrower, represented by the Directorate of Community Education (Dikmas), Directorate General for Nonformal Education, Youth and Sports, of the Indonesian Ministry of Education and Culture (Part II). The Bank carried out a final supervision mission in July 1990 and initiated preparation of the PCR. In October 1990, the Bank carried out a completion mission to discuss the draft of Parts I and III and provided additional guidelines for the preparation of the project review from the Borrower's perspective. The Borrower independently prepared and submitted to the Bank in December 1990 a detailed report; a summary of this has been prepared by Bank staff and incorporated as Part II of this PCR.

Additional sources used in the preparation of this report by the Bank are the project files of the Bank including mission Back to Office Reports, Aide-Memoires, and consultants' reports and data on disbursements. Field visits undertaken during preparation of NFE III were also important in assessing the development impacts of NFE II.

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355 IND)

PROJECT COMPLETION REPORT

EVALUATION SUMMARY

Project Objectives and Composition

i. Loan 2355-IND was the Bank's second investment for nonformal education (NFE) development in Indonesia. The first investment (Loan 1486-IND) financed the expansion and strengthening of a delivery system for NFE, together with a focus on development of teaching materials and training. However, it did not effectively address the issues of program management and quality control. The second project was conceived to focus more on some qualitative issues such as improved learning materials, training and supervision of field level staff, and monitoring and evaluation. With a loan of \$43 million and a total estimated cost of \$72 million, the project objectives were: (a) to build on the experience of the first nonformal education project by expanding the program coverage and giving greater emphasis to overall NFE quality improvement; (b) provide support to production and distribution of learning materials, institutional development, staff training in all provinces, and investments in equipment and infrastructure; (c) provide direct assistance to basic education programs in the poorest subdistricts of the country, and (d) improve implementation, including introduction of better planning, monitoring and evaluation systems, and by carrying out an applied research program.

Findings

ii. The rapid expansion of NFE experienced under the First NonFormal Education Project (NFE I) (over 40%/year increase in expenditures) was maintained under the Second NonFormal Education Project (NFE II) which expanded coverage from 7 to 17 (planned) and eventually to 27 provinces. All components of NFE II were completed on time and below budget. Due in part to rupiah devaluation the project was expanded to cover all 27 provinces in the country and available funds shifted to training and financing of the Income Generating Program (IGP). The mid-term evaluation identified an improvement in the attitudes and way of life of the learners groups and the community in general in their daily life. Beneficiaries were motivated to (a) read and listen to the radio; (b) become more active in local development programs; (c) use more public services and facilities; and (d) generally become more knowledgeable about the program.

iii. However, the project impact, while satisfactory in terms of coverage (number of persons and geographical areas covered) was not as strong as originally expected in terms of the improvement in the quality of programs. Specific weaknesses in quality and some of the underlying causes are noted below. At the field level there were insufficient numbers of field workers (peniliks) for the program work-load and they had insufficient remuneration or logistical support. The peniliks also needed to have been more carefully

selected and their responsiveness to local needs improved. The literacy program (known as Paket A) achieved an effective outreach but needed improvement to raise operational literacy with better teaching aids and supplementary materials. The IGP has been well received by the participants, especially the innovative program of apprenticeship (magang) and private courses (Diklusemas) to low income drop-outs from elementary and lower high school. The IGP is weak, however, in the areas of business skills training, market analysis and accountancy, and higher quality technical inputs are required in these areas. The latter could be achieved by requesting and paying for clearer, specific inputs from technical specialists in other Ministries, from business organizations, and from NGOs. While the IGP component was fully disbursed, the method of funding IGP groups through Dikmas' budget was not satisfactory and not well accounted for, and alternative methods of financing through the formal credit system are needed. The role of the regional and district training centers needed clearer and more effective links with Dikmas programs and the training models need to be more effectively used and disseminated. Although there has been some progress noted during implementation of NFE II, the following issues were also raised during implementation of NFE I: (i) insufficient number of field workers; (ii) the need for field workers to be more carefully selected; (iii) the need for more teaching aids and supplementary materials; (iv) weakness of the IGP groups in business skills training, market analysis; and (v) the need for more technical inputs from other ministries and NGOs.

iv. At the central level in Dikmas the management and information systems were not designed or implemented to deal with the enormous expansion at the field level. Moreover, there has been confusion between the existing organizational structure and the PIU established for the project, leading to unclear responsibilities and poor supervision of field work. This has been particularly noticeable in the supervision monitoring and quality control (SPEM) unit where lack of full-time personnel, poor logistics and inadequate training and use of technical assistance resulted in a poor flow of information from the field and impeded timely decision making. Finally, interagency coordination was weak especially in the area of specific agreements with cooperating Ministries and budget allocation for provincial, district-level and field assistance.

Lessons Learned and Recommendations

v. Given the close relationship between poverty and low educational attainment, Indonesia's nonformal education and training programs are an effective and high-priority vehicle to improve both literacy and incomes of the poorest segment of the community. The NFE programs should be continued, but now that they are in operation throughout the country, greater attention should be given to quality. The experience of this project strongly indicates the need to target programs more carefully through agreed site and beneficiary selection criteria, closer involvement of local government and community groups, and increased reliance on financial institutions in managing funds for income generating programs.

vi. Several areas could be given more attention in the future. First, while Government expenditures on NFE have increased significantly over the last ten years, financing is still inadequate in light of the qualitative improvements still needed. Second, since NFE is recognized as an important

component for the Government's poverty reduction program, these programs need to be targeted to areas where illiteracy and poverty are highest, and reach the poor within those areas, and also recognize and emphasize the participation of women. Strengthening Dikmas' capacity for supervision, monitoring and evaluation and closer involvement of local government and community groups will be crucial to improved targeting. Third, in order to improve the financial management of income generating programs, some financial mechanisms and policies are needed to assist these poorer groups to have access to credit through existing financial institutions. Finally, there appears to be scope to improve the efficiency and effectiveness of operations: (a) improving program management and implementation systems through better defined responsibilities and work programs, increasing the number of field staff, or providing field support, rationalizing their work loads and areas of operation, (b) improving the effectiveness of the regional and district training centers, and making clear arrangements with other Ministry of Education and Culture (MOEC) divisions and other Ministries on their inputs, (c) strengthening the capacity for effective technical assistance and training to IGPs and turning their financing over to local financial institutions, and (d) developing a more participatory role for local authorities, specialist staff from sectoral agencies, business groups and non-government organizations (NGOs).

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355)

PROJECT COMPLETION REPORT

Part I. PROJECT REVIEW FROM BANK'S PERSPECTIVE

1. Project Identity

Name of Project	:	Second Nonformal Education Project
Loan Number	:	2355-IND
RVP Unit	:	Asia Region
Country	:	Indonesia
Sector	:	Education
Date of Loan Effectiveness	:	February 16, 1984
Planned Completion Date	:	March 31, 1989
Actual Completion Date	:	September 30, 1990
Total Cost as Appraised	:	\$72 million
Total Foreign Exchange Cost	:	\$13.9 million
Total Cost at Closing	:	\$85.9 million
IBRD Loan Amount	:	\$43 million
IBRD Loan Disbursed	:	\$43 million

2. Background

2.1 As a complement to the expansion of formal education, the Government's strategy is to address the problems of illiteracy and poverty through nonformal education (NFE) programs principally being carried out by the Directorate of Community Education (Dikmas) in the Ministry of Education and Culture (MOEC). The Dikmas NFE program is aimed at school dropouts and illiterates, between the ages of 7 and 44, as well as those adults in need of further training to become more productive citizens. The program is also targeted at women, 50 percent of whom have no formal education and who represent about 70 percent of all illiterates. In 1985 it was estimated that the number of persons with insufficient education to achieve full literacy was growing by about 1.5 million persons per year. Despite the rapid expansion of the formal system, about 20 percent of the total population above the age of seven were still illiterate according to the 1987 Bureau of Statistics (Susenas) household survey. Among the Indonesians above the age of 29, illiteracy rates were even higher.

2.2 In general, NFE programs are designed to provide the target groups opportunities for acquiring basic education, practical skills and knowledge to supplement income, improve family health, guide and assist community infrastructure, and foster awareness of available government services. The main objectives of these programs are to provide a wide variety of learning opportunities for the community and to create employment opportunities and support income-generating activities. Over the past two decades, Dikmas has developed a program of functional literacy training, called Paket A. This comprises a package of phased self-instructional booklets for literacy,

numeracy and training in basic life skills. Paket A is taught through small village-based groups with volunteer tutors as group facilitators. Subsequently, an income-generating program (IGP) called *Kejar Usaha* was established to provide revolving funds to groups of 3 to 10 individuals as a means of encouraging skill transfer, expanding employment and increasing incomes of villagers.

2.3 The Bank's first full involvement in nonformal education and training in Indonesia was through the First NonFormal Education Project (NFE I-Loan 1486-IND) appraised in August 1977. The principal thrust of the project was to strengthen and expand the ongoing NFE program of Dikmas. Components included new and renovated training centers, equipment and vehicles for extension services, staff training, educational materials, and a small basic education learning fund for IGP. The Bank loan comprised about 20% of Dikmas expenditures. The PCR for NFE I, prepared in March 1985, highlighted the following aspects of project implementation; i) rapid expansion of coverage of basic literacy programs from one half million to over five million participants in 7 provinces and establishment of about 2,700 learning groups under IGP and assisting 500 small businesses; ii) production of over 18 million basic literacy booklets and other teaching aids and; iii) establishment of training and materials development centers (BPMs) which trained 17,000 Dikmas staff, facilitators and tutors. While improved coverage was impressive, weaknesses showed up on; i) the content of learning materials and quality of teaching; ii) weak organization and inadequate content of the IGP, and; iii) communication monitoring and feedback between Dikmas central staff and field units and consequent weakness in planning and management. It was also apparent that in future, coverage needed to be expanded to the poorest segments of the communities and to the outer islands. The Government's growing concern for NFE during the 1980's is reflected by the increasing share of education expenditures allocated to NFE programs. Dikmas NFE budget had grown from \$1.9 million in 1975/76 to \$23 million in 1986/87, which represented about 5 percent of the total MOEC budget in 1986/87 compared to only 0.5 percent in 1975/76.

2.4 NFE II was identified in February 1982 during supervision of NFE I. While there was considerable consultant assistance included under NFE I, most of the consultant's contracts were completed by the time NFE II was identified. NFE II was prepared between March and October 1982 almost entirely by Dikmas staff with advice from the preparation mission of March 1982. The appraisal mission included a general educator/mission leader, economist, architect and NFE specialist consultant. The project design and preparation are described below (paras 4.1 - 4.4).

3. Objectives and Description

3.1 In line with the Government's policy noted above, the project was designed to build on the quantitative achievement of the first NFE project (Loan 1486-IND), by better targeting and addressing quality and management issues by improving learning materials content and distribution, training NFE staff, and strengthening management capability through improved planning, supervision, monitoring and evaluations systems.

3.2 Target Areas. During preparation, Dikmas developed procedures for selection of program location and targeting at the provincial, district and subdistrict levels based on a combination of criteria and indicators namely: (i) total population, (ii) population per sq km, (iii) number of illiterates, (iv) number of school dropouts, and (v) youth unemployment rate. Ranking was based on a number of points for each indicator. A total of 2,181 subdistricts in 17 provinces were selected.

3.3 Project Components. In accordance with the Loan Agreement, the project objectives consisted of:

- (a) Expansion of Dikmas Village Learning Programs.
- (b) Improvement of Dikmas Learning Materials and Staff Development Programs.
- (c) Strengthening of Management, Monitoring and Evaluation and Applied Research.

Details are shown in Annex I.

4. Design and Preparation

4.1 NFE I which was completed in June 1984, focused on expanding delivery systems, training and teaching materials development. The main issues identified at the end of NFE I were the need for: (i) broader scope to intensify and expand services to other areas not covered by the project with particular emphasis on densely populated and poverty stricken regions; (ii) higher quality through improved learning materials, use of participatory learning methods, and training of personnel; and (iii) better management of the new programs with regard to horizontal integration and communications between functional units, feedback from field personnel to decision makers, and collection of performance data on program effectiveness and participation rates. The main weaknesses at that time were identified as unmotivated learners, lack of qualified staff, inadequate coordination with community groups, and insufficient number of trained tutors.

4.2 The strategy for NFE II at the identification stage was to: (i) formulate a five year plan of training personnel, clarify the role of other agencies and expand the participation of NGOs in the implementation of the learning program; (ii) improve learning materials and link curriculum of the basic education program (Paket A) with some learning or occupational skills; (iii) provide funds to income-generating or kejar usaha groups to increase their incomes; and (iv) establish a comprehensive planning, supervision, monitoring and evaluation system for the delivery of the program. These strategies were correctly identified at the time. The project timing and scope were appropriate, given the Government mandate during the Fourth Five Year Plan (1984-1989) to increase literacy in the national language by expanding access to basic education through the formal and nonformal education systems and to increase access to training in income-generating skills.

4.3 Dikmas (see para 2.2) was the executing agency for this project. It was responsible for its preparation and very little consultant input was used. The project design and organizational arrangements were assisted by direct involvement of the Bank staff. The relative effectiveness of the central PIU

organization in Jakarta and those in the project provinces in the First Project led to Bank support for their continuation in the Second Project.

4.4 While the project was regarded at the time by both the GOI and the Bank as straightforward and well prepared, in retrospect, given the rapid expansion of the program, it appears that the preparation did not pay adequate attention to the magnitude of staff capacity problems, including the organization and funding of regional and district resource and training centers, and adequate resources for project management and supervision. There seemed to be too high expectations by both the Bank and GOI that staffing would be secured as planned. However, there was under-staffing at all levels, particularly of BPMs and SKBs, for most of the implementation period because of: (a) difficulty in finding qualified candidates; (b) bureaucratic bottlenecks in the recruitment process; (c) competition with the formal education system for staff allocations, and (d) delay in issuing the authority to regularize the status of regional district and NFE centers, (including budget allocations for salaries and O&M). In addition, the project did not originally include sufficient funds to finance project management and supervision activities, nor were staff allocated to these functions. The project had also established monitoring and progress indicators but they were not fully utilized. All this led to problems in supervision, especially of the IGPs, and difficulties in establishing a proper management information system.

5. Project Implementation

5.1 The project was implemented over a period of six years. Project completion, originally expected 18 months before the Loan Closing Date, was delayed by one year. This was due to: (a) expansion of NFE activities to parts of the country which were not included in the original scope of the project; (b) implementation delays in the construction of district resource and training centers. The loan closed on September 30, 1990.

5.2 Technical Assistance (TA) and Associated Studies. The project did not benefit fully from the technical assistance component. This was due mainly to Dikmas' decision not to engage foreign consultants and instead to hire local non-formal education graduates as local contract staff. While field operations benefitted from the local staff inputs, other aspects of the program could have benefitted from foreign expert advice, especially the monitoring and evaluation system, learning materials development and income generating component. There were delays in the preparation and completion of associated studies and in the dissemination and application of results and recommendations to improve operations in the field.

5.3 Procurement. There were some delays in the procurement of equipment, such as the purchase of motorcycles for the field personnel and printing equipment, due to government restrictions on their purchase.

5.4 Project Cost. The SAR estimated a total project cost of \$72 million (Rp 72 billion). Due to Rupiah devaluation (from \$1.00=Rp 1,000 in 1983 to \$1.00=Rp 1,760 in 1989) and budgetary constraints, the Government contribution to the project was reduced by 40 percent in dollar terms, from \$30 million to about \$18 million. However, the overall results of the project were not

affected by the change in financing. The final project cost was \$85.9 million or Rp 130 billion.

5.5 Disbursement. During the first two years disbursements were slow due to insufficient government financing and delays in civil works. However, during the remainder of project period, these improved substantially following two loan amendments to reallocate loan proceeds. At project completion, 95 percent of the loan was disbursed. The last disbursement was made four months after the Closing Date.

5.6 Loan Amendments. Schedule 1 of the Loan Agreement was amended twice while Schedule 2 was amended once during implementation (see details in Part III, Table 3.6, Allocation of Loan Proceeds). The first amendment dated July 14, 1986 reallocated \$7.4 million from the categories of civil works, equipment, consultants, and unallocated to "Employment Oriented Fund", "Training", and a new category of "Project Management and Monitoring" was added. The second amendment, dated August 8, 1989 further increased financing to the Employment Oriented Training Fund, Training and Project Management and expanded the project scope slightly. The changes in Schedule 2 were mostly due to expansion in area coverage to include a large number of subdistricts. Renovation and expansion of existing district training centers in the project area was added to the project description.

Strengths and Weaknesses: Lessons Learned

5.7 During implementation a number of strengths and weaknesses emerged: (a) scope and coverage of the program; (b) targeting; (c) capability and subsequent improvement of organization and management arrangements; (d) supervision, reporting, monitoring, and evaluation (SPEM); (e) quality of village learning programs; and, (f) inter agency linkages. These are discussed further below.

5.8 (a) Scope and Coverage. The project achieved a substantial expansion of scope and greater coverage than planned. It covered ten provinces in addition to the seven provinces under the NFE I. Then during the last two and a half years of implementation, it was expanded to selected areas of the 10 remaining provinces in the country. The ability to expand the project to a total of 27 provinces with the associated staffing requirements and funding required for a nationwide operation, is one of the most impressive successes of the NFE II. The funding was achieved within the dollar budget allocated because of the increase in local currency funds due to devaluation of the rupiah.

5.9 (b) Targeting. During implementation, a number of questions were raised with respect to the method of prioritizing target areas including inter alia: (i) criteria and indicators used for determining poor villages and families; (ii) criteria used for designating subdistricts as special integrated development area of the government; (iii) criteria used for determining the level of welfare of subdistricts and the percentage of poor villages within them; (iv) the rationale for selecting the 4-9 subdistricts as the basis for district coverage and 500 learners as the capacity of Dikmas field supervisors to handle per year. The shortcomings in the criteria used resulted in ineffective targeting of areas as well as of beneficiaries who

really are in need of assistance. The Bank and the Borrower agreed that there was a need to develop more precise site and beneficiary selection criteria to address these issues.

5.10 (c) Organization and Management Arrangements. Several issues have been identified in the areas of: (i) management structure, (ii) staffing, (iii) role of regional and district training and materials development centers (BPMs/SKBs), and (iv) the role of other MOEC units - Balitbang Dikbud:

(i) Management Structure. Despite efforts to improve organization and project management there have been some problems concerning confusion in the central and provincial Dikmas offices between the roles of the regular administrative services and the Project Implementation Unit (PIU) created under the project, and village level management.

- a) Regular Structure/PIUs. The regular administrative structure was organized by program function (basic education, vocational training, women's education, teaching methods, and community resources). The PIU functions under this project were divided by activities (technical secretariat, program development, staff development, materials development, SPEM) which (except SPEM) cut across program functions. This lack of integration between the regular and the project structures has led to undesirable results. One difficulty was that some staff in regular positions were assigned project responsibilities along with their regular tasks. This had led to overload of work and lack of clarity on priorities. The second effect was lack of continuity since PIU staff were continually rotated. This caused some confusion and demotivation to staff who had to play two roles at once and also hampered adequate supervision in the field. Towards the project completion, there was a rapid turnover of PIU project staff in order to accommodate other personnel who wished to take advantage of the small project incentives available. This resulted in inefficiency in some areas of operations. Conversely, promotions took place only within the regular administrative structure and had tended to bypass the PIU. The reorganization which established the PIU functions instead of the "regular" structure in the provinces (SK 079) seems to have taken place, but still the lack of personnel and approved positions to perform functions hampered provincial operations. In particular the operations of the regional and district resource and training centers (BPMs, SKBs) were affected. They required an authorization for staffing and routine budget from the Ministry of Manpower Apparatus (MENPAN) which was not forthcoming until during the last one and a half years of project implementation for the SKBs and until February 1991 for the BPMs.
- b) Village-level Management is another focus of concern. Because of the amount of work to be done and in order to secure active cooperation and participation of communities, a person responsible at the village level was needed to direct and coordinate village activities. Several arrangements were tried

during the project period, and individuals or groups (monitors, task forces, facilitators) have been involved in village activities. These appear to improve operations, but their capabilities were not fully utilized due to inadequate guidance and definition of responsibilities, both of which are important factors to improve delivery of programs. The Task Force model used by UNICEF for delivery of the Kejar Usaha program deserves attention. Task Forces have been organized at the district (Kabupaten) and subdistrict (Kecamatan) levels to oversee operations of NFE activities. In general, this has had a positive impact and local leaders became more responsive to NFE activities. However, there were some reports of abuse of power by the leaders of the Task Force in the handling of Kejar Usaha funds.

(ii) Staffing. Four issues affect staff effectiveness: i) selection and allocation; ii) skills and workload; iii) staff incentives; and iv) tutor incentives:

- a) Staff Selection and Allocation. Most District offices have very limited staff (about 2-7) for NFE operations including supervising field workers (peniliks). In order to solve the staffing problems at the district level, Dikmas hired 843 S1 (NFE graduates) from the consultant allocation to assist in District operations. In general, the results have been positive (para. 5.3, b.ii) and more than 50 percent (456) of these graduates have become regular staff in the provincial, and district offices. Staff hiring and promotion was another issue. The majority of staff are former teachers and many come from the various units of MOEC. However, staff levels are inadequate, constrained by available GOI budget allocations. Moreover, except for the national level staff, the responsibility for hiring the provincial, district and subdistrict personnel, rests with the head of the MOEC provincial office (Kanwil) and the respective heads of the MOEC units at various levels who may have other staff priorities. Consequently there may be some staff who were appointed without the concurrence of the Director of Dikmas.
- b) Staff Skills and Workload. There were not enough field workers (peniliks) in relation to the number of learning groups and their location. As the program grew, the peniliks were handling areas and volumes beyond their capacities. At project completion, approximately 2,972 field workers were in place and reported to be handling more than 80 learning groups each. In cases where additional resources such as university graduates and assistant peniliks or intensive supervisors were used, local programs were more effective. In addition, the peniliks need to be more carefully selected since many of the individuals selected were often not suited to the functions they perform (community organization, non-formal education programming, basic accountancy and support of micro

enterprises). They are further hampered by the lack of logistical support, and lack of motivation because of low pay.

- c) Dikmas Staff Incentives. Although the financial incentives and honoraria derived from project funds are supposed to be evenly spread across Dikmas staff, it turns out that only those who directly work in the PIU benefit from the incentives to the project. This both leaves out those who provide qualitative support, and encourages unnecessary turnover of PIU staff. The incentive system should be improved overall to secure the objectives of better performance.
- d) Tutor Incentives. Voluntary tutors are expected to perform their functions without any paid compensation except receiving small amounts (Rp 25,000 each for the whole project period) to cover operational and other incidental expenses as members of Tutors Associations. Under this arrangement, Tutors Associations were established in many subdistricts comprising 20-30 tutors and each association was given a fund for production activities. This has been seen as a positive step for the tutors. However this incentive is inadequate and the system requires more attention. The volunteer spirit is valuable, and should be encouraged. However, tutors play a key role in the quality and effective delivery of learning programs and they are expected to perform their functions on a regular basis. The present practice of not compensating tutors does not always induce or reinforce long-term commitment to the tutor's role and functions.

(iii) Role of National, Regional and District Centers (BPKBs/BPMs/SKBs). There were no direct administrative links between these units. Their interaction, and links with Dikmas field staff appeared to be weak. The BPKBs and SKBs are under the Directorate of Technical Services (Tenaga Teknis), while the BPMs established under the project, are under Dikmas. The training models developed by the BPKBs have been used to a lesser extent than expected. It is not clear whether this is due to administrative problems or because the training models were not appropriate to training goals. At the regional/provincial level, the BPMs were also under-utilized because they had not been transformed into regular units as agreed under the project which would have allowed them to have regular government budget allocations. The BPMs were supposed to carry out more than training activities but were forced to limit their scope of activities because there were no full time staff, with staff from the Bidang section of the province used on a part time basis. They were also unable to carry out their planned role in providing learning materials because of a change in government printing regulations. There were problems associated with the SKBs during most of the project period: (a) disagreement between Diklusepora and Menpan on SKB staff grades; (b) it took time for Menpan to authorize new SKBs which led to staffing and budget delay; and, (c) low priority accorded to SKB staff by the Kanwil. However, many SKBs that have received NFE project support (where units have full staff complement and budget), seem to have cooperated well in training tutors and resource persons. The other directorates of the Directorate General for Nonformal Education, Youth and Sports (Diklusepora),

in particular Directorate of Technical Services (Diktentis), Planning Unit and Balitbang Dikbud need better and regular coordination and linkages with Dikmas.

(iv) Role of Other MOEC Units - Balitbang Dikbud. There were also difficulties with the role of the MOEC Research Center (BP3K-Balitbang Dikbud) in the project. There were delays in the preparation and tryout of the Management Information System (MIS) which had difficulty being adopted in the field and was later on changed by Dikmas. There was also delay in the completion and timely dissemination of the associated studies. Balitbang Dikbud also felt that the results and recommendations of the midterm evaluation that they carried out were not properly disseminated to all levels of project management. The role of Balitbang Dikbud needed to have been better defined and agreed with Dikmas in order to avoid confusion later on.

5.11 (d) Supervision, Monitoring and Evaluation. This was the weakest component of the project. The time and effort devoted to expand the program were not matched by the monitoring of its effectiveness. In addition, lack of feedback from the local level operations made it difficult both for Dikmas and the Bank to evaluate the program impact, and for Dikmas to identify problems in the field and to adjust policy, operations and support accordingly. Specific weaknesses of SPEM include: (a) lack of full time personnel for the SPEM units created at the central and local levels; (b) lack of arrangements for travel and funding for regular visits and area responsibilities; (c) communications and clear and practical guidance to the field were not fully developed; (d) inadequate training of staff to improve skills in monitoring and evaluation functions; (e) technical assistance has not been used as envisioned at project appraisal. With respect to (b) above, funds were reallocated in 1987 for program management but some of these funds were used for SKBs until authorization was received from Menpan. In addition, the set of indicators developed for the project (listed in the SAR) was not fully thought and not followed up by either the Bank or Dikmas. Moreover, although much data was collected, it was poorly presented and analyzed and did not allow certain key questions of program effectiveness to be answered, such as drop-out rates, age group of participants, income and occupation of the beneficiaries. In addition, data on the gender of Kejar Usaha participants and baseline project data did not appear to have been collected. The project was also supposed to carry out case studies of impact issues. In general, instructions and guidance for undertaking monitoring at the provincial level were not properly enforced.

5.12 (e) Quality of Village Learning Programs. The key concerns includes; (i) effectiveness of the Paket A program; (ii) effectiveness of the income generating program (IGP), (iii) teaching aids/learning supplies; and (iv) literacy and supplementary learning materials development:

(i) Effectiveness of the Paket A Program. The Paket A program has been proven to be an effective means for organizing and delivering literacy programs, and Dikmas has proven its capacity to mobilize the effort on a national scale. However, recent evaluations showed the program to be weak in bringing the learners to the level of literacy at which they will be able to apply their skills in their daily lives and in maintaining literacy. This seems to be due to inadequate resources and lack of follow up training. The

definition of literacy used in Indonesia needs to be clarified (i.e. some areas in the country have been said to be free of illiterates by defining literacy as only being able to read and write simple sentences in Bahasa Indonesia, etc.). Clarification is needed because there has been a tendency for functional literacy to be neglected and, because of poor definition, not receive continuing support from the government and other donor agencies. In addition, the grading of materials, and the uses and roles of books A 21 to 100 also needed to be clarified since few learners were able to take the equivalency examination. Records show that less than 10 percent of total learners took the examinations, although of those who did, more than 90 percent passed the examinations. Successful learning groups have been those that have received intensive instruction over long periods of time and have their literacy training closely integrated with vocational training. Dikmas would need to strengthen its policy for adapting materials to each level and by developing a strategy to ensure that learners continue in the program until the point where they can use written materials independently.

(ii) Income Generating Activities (Kejar Usaha Operations). The two main aspects that affected project implementation were: 1) benefits and weaknesses of IGPs, and, ii) access to credit:

- a) Benefits and weaknesses in IGP operations. The IGP program has assisted about 96,000 groups over the last six years and there have been positive impacts on participants' economic circumstances by their obtaining more diversified income generating opportunities from acquired skills. The mid-term evaluation indicated that 70-80 percent of sample groups were reported to have increased their incomes. However, there was an issue on effective targeting of the poor households and women as the program may not have reached the poor because of the emphasis placed on repayment and revolving of funds. The main problems identified in the field by the completion mission were: inadequate book-keeping by learners; lack of logistical support to cope with wide coverage (e.g., peniliks); inadequate structured skills training and careful study of micro-enterprise; poor monitoring of payments and ineffective sanctions on members who fail to repay; incomplete reporting of activities and follow up by the peniliks; and lack of technical inputs and advice from peniliks, or from other business specialists. In addition training was assumed to have taken place through informal apprenticeship, or "learning by doing". The special learning materials which were supposed to be prepared for the Kejar Usaha program were never done. There was also insufficient information to support whether the actual skill transfer was achieved by the program.
- b) Arrangements for and scope of credit for IGPs. The project has disbursed about \$19 million (compared to the US\$ 8 million originally programmed) because of an increase in area coverage in response to demand from communities for credit for IGP activities. Along with a change in the exchange rate of the US dollar, this resulted in an increased in local currency expenditure from 10.12 billion Rupiah to 34.3 billion Rupiah.

At appraisal these funds were intended to be provided as loans/advances to be returned to sponsor other groups as in the case of NFE I. During implementation, they were treated as revolving funds with service charges. Under this arrangement the group either repaid its obligation by directly assisting another group in cash or in kind, or deposited their repayments to a commercial bank as a community fund which was then available to be relent to another group. The intention of Dikmas in the latter approach was to help establish village enterprises that have not experienced actual bank credit schemes, and to help them establish a credit record for borrowing from banks in the future.

(iii) Teaching aids/supplies. The teaching aids were inadequate and need to be periodically upgraded. There is insufficient data to confirm whether learning supplies for groups and individuals have been replenished within the recommended time frame of 1-2 years. This has particular significance for the low income learners who may have dropped out because of lack of supplies.

(iv) Literacy and Supplementary Learning Materials. Considerable progress was made in development of literacy materials since NFE I, particularly in field testing and using inputs from other agencies. However, the evaluation studies indicated the need to upgrade the content of learning materials which should have been suited to local conditions while remaining cost effective. Most materials were in the form of booklets and pamphlets whereas other media such as cassettes, posters and simulation games do not appear to have been developed or used. In addition, many of the materials developed were limited to topics of food processing, cooking, packaging and marketing. Few materials were available on recreational, cultural, religious, and health information topics and a wide range of small business skills.

5.13 (f) Inter-agency Linkages. The problems of coordination, extension services and timing of budgets from specialized agencies and local governments were other weaknesses in the program. There was a lack of focus on the definition of budgetary and human resource inputs and timing required from each outside agency. This has been especially evident in the IGP program which lacked technical inputs. These budgeting problems originated in the lack of a specific program of activities with each Ministry. While Dikmas had some cooperation agreements with other agencies, they tended to be implemented in an ad hoc fashion. Moreover, the budgets required to support the advice from the specialist ministries to the IGPs were not always prepared and released in a timely fashion. Relationships with local governments have been mixed. Where Dikmas established close relationships with provincial and local governments, support for NFE activities was very positive and, in many cases local governments contributed funds for the program. In areas where there were no agreements with local governments, support for NFE activities has been generally weak.

6. Project Results

6.1 All of the quantitative targets of the project were achieved and, in the case of the village learning groups, surpassed. This reflects the energy

and commitment of Dikmas to mobilizing and training numerous field workers, tutors and village facilitators who in turn mobilized operations in their areas. Part III (tables 3.3-3.7) presents the statistical overview of expenditures and achievements. The following project components have been substantially implemented: (more details in Annex 2)

- (a) Village Learning Programs. The Basic Education (Paket A) reached about 820,600 groups (8.2 million learners) and exceeded the SAR project target of 76,200 groups (762,000 learners) by 976 percent. Dikmas decided to include program target as project target when it expanded coverage of the project. The IGP (Employment Oriented Training) or "Kejar Usaha" program assisted some 96,000 groups (500,000 members) compared to 19,500 groups (98,000 members) at appraisal, about 400 percent above target. Each IGP group has an average of Rp 200,000 each to set up or expand their small business operations. Innovations introduced under the project included: (a) developing of larger Kejar Usaha groups (Kejar Usaha Induks) which could access large amounts of capital (Rp 2-10 million per group) from savings of the community fund; (b) initiation of an apprenticeship program (Magang) focused on school drop-outs (7,600 persons assisted); (c) and private vocational training courses (Diklusemas), adopted by some 270 institutions (each covering about 500 learners).
- (b) Learning Materials Equipment and Staff Development. Office equipment was provided for the three new BPMs and all SKBs. Motorcycles (663) were provided to field staff but not to SKB staff, due to delay in regularization of SKB staffing and procurement problems. Learning materials of various types exceeded the target by an average of about 160 percent. About half of the planned number of staff were appointed during the project period which accounts, in part, for some problems of quality control and management, due to delay in the regularization of the SKB function and staffing. However, more training was provided than expected, especially at the provincial and district levels. Short term overseas training was provided as planned, but not the long term graduate (S2 and S3) NFE scholarships. With regard to consultants, Dikmas engaged 843 recent S1 graduates as local consultants for 2 year contracts, which proved effective in field level development and supervision. However, consultants to assist the overall program development and management were not employed, a factor which may have contributed to some of the weaknesses at central level (see para. 8.1 below).
- (c) Management, Monitoring and Evaluation. The planning, management, monitoring and evaluation (SPEM) section of Dikmas remained very weak since no full time personnel were employed and the technical assistance component was not fully utilized. Five studies were completed covering: (a) the economic and social impact of NFE programs; (b) development of local tests for literacy and income-generating programs; (c) self-financing models operating in local societies; (d) the tutor incentive models practiced by other sectors; and (e) institutional development for BPKBs and SKBs. Some

results of studies (d) and (e) are being applied, but the others still need further analysis and evaluation. A mid-term evaluation of the project was carried out between October 1986 and April 1987 and provided many useful recommendations. However, Balitbang Dikbud indicated that results have not been fully evaluated and effectively disseminated to field offices.

6.2 Immediate Impact. The project has exceeded estimates in the number of learning groups and individuals assisted under the basic education (literacy) and income generating programs. It has benefitted about 8.2 million learners of whom women constitute about 61 percent. It also exceeded the planned quantity of learning materials and provided the infrastructure for development, testing and implementation of village learning programs through the construction and staffing of provincial and district training centers. The mid term evaluation identified an improvement in attitudes and way of life of the learners groups and the community in general in their daily life. The positive impact related to: (a) general increase in literacy comprehension; (b) skill training; (c) increased knowledge and experience in micro-enterprise development; (d) motivation to read and listen to the radio, (e) more active participation in local development programs; (f) greater use of public services and facilities; and (g) increased awareness about the program.

6.3 Sustainability. The project has firmly established the PIU functions at central and local levels, and put the training and employment of peniliks on a regular basis and has been able to produce the necessary volume and variety of teaching materials and deliver them to the field. To this extent the project institutions are sustainable and benefits can continue to be delivered to learning groups. However, the quality of the programs and their targeting still have room for improvement. This could be achieved through a further effort focused on: (a) better central management and monitoring practices; (b) more active participation of other agencies, local governments and NGOs; (c) increasing the number of peniliks or assistants and better financial and logistical support to peniliks and tutors; and (d) better staffing and use of resource and training centers.

6.4 Recommendations for the Future. A close relationship exists between poverty and low educational attainment and the large percentage of the poor who are illiterates or who have not completed primary school. Thus, delivery of non-formal education programs remains a priority vehicle of GOI to eliminate illiteracy and achieve universal education. NFE I showed certain weaknesses such as: (a) insufficient number of peniliks; (b) the need for peniliks to be carefully selected; (c) lack of teaching aids and supplementary materials; (d) weakness of the IGPs in business skills training, market analysis and accountancy; and (d) lack of specific technical inputs from other ministries and NGOs. These same weaknesses have surfaced again in NFE II. During preparation and appraisal of the Third NonFormal Education Project (NFE III), particular attention was paid to the above issues in the design of the project and agreements made with the Government on its implementation. Both in relation to NFE III and to the whole NFE program, it will be important for GOI to address the following areas on a consistent basis:

(a) First, while Government expenditures on NFE have increased significantly over the last ten years, financing is still low, especially

in light of the qualitative improvements still needed. Therefore funding of NFE activities should be given priority.

(c) Second, since NFE is recognized as an important component for the Government's poverty reduction program, NFE programs need to be targeted to areas where illiteracy and poverty incidence are its highest, and reach the poor within those areas. Strengthening Dikmas' capacity for supervision, monitoring and evaluation will be crucial to improved targeting.

(d) Third, in order to improve the financial management of income generating programs, some financial mechanisms and policies are needed to assist these groups to have access to credit either through existing banking institutions or development of non-banking financial institutions to reach these poorest areas.

(e) Finally, there appears to be scope to improve operational aspects of on-going programs; (i) increasing the number of field staff and staff at all levels, rationalizing their work loads and areas of operation, establishing the necessary qualifications and recruitment criteria, providing additional manpower support, and additional training where necessary through a national staffing action plan and a master training program; (ii) strengthening the capacity for effective technical assistance to IGPs; (iii) improving the forms and types of literacy and learning materials appropriate to the learning and skill development of beneficiaries; (iv) providing additional incentives to the tutors, village level management and community based organizations to motivate these groups to assist in the programs; (v) defining process and impact indicators which will clearly show the institutional and financial performance of the programs; and (vi) developing a more participatory role for local authorities, specialist staff from sectoral agencies, business groups and non-government organizations (NGOs) in program delivery.

7. Bank Performance

7.1 The physical implementation and procurement were adequately supervised. But the performance, quality and impact of the different programs and the management of the operation were not scrutinized until late in project implementation. NFE II was very large and complex in terms of components, dispersion of implementation and its strong grass roots orientation. It therefore required above average supervision resources, careful supervision plan with appropriately timed missions comprising staff with relevant qualifications (eg. micro-enterprises, community development, credit specialists). The attention to project impact resulted only from preparation work for a follow-up project, not from regular supervision. Impact studies were commissioned only as part of the preparation of the follow up project. It is therefore important that the Bank pay particular attention to; (a) supporting and providing a supervision action plan based on the above considerations and; (b) to monitoring and evaluation.

8. Borrower Performance

8.1 In general, the project staff performed effectively in overall project activities and developed a number of positive innovations such as the apprenticeship and private courses programs. A major weakness was the government's complicated and lengthy bureaucratic procedures which made institutional changes difficult particularly in the staffing and organization of district and regional/provincial training centers. The decree on project organization was not fully operationalized and resulted in a lack of qualified staff and confusion over the permanent structure. Project monitoring and supervision was the least successful component of the program. In particular project data was generally inadequately compiled and utilized. Cost and budgetary data, and data to adequately monitor and evaluate performance of learners groups were lacking in accuracy and statistically useful information.

PART II

PROJECT REVIEW FROM BORROWER'S PERSPECTIVE

Part II comprises a summary of the main findings and recommendations from the Completion Report prepared by the GOI (Dikmas PCR team) and submitted to the Bank in December, 1990 after translation and editing. The full Completion Report identifies the project achievements, strength and weaknesses in some detail, with supporting tables and data drawn from central office files and collected in the provinces.

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355 IND)

PART II. PROJECT REVIEW FROM BORROWER'S PERSPECTIVE

SUMMARY

RESULTS OF EVALUATION

NON-FORMAL EDUCATION/DIKMAS II PROJECT

PROJECT ORIGINS AND DESIGN

1. The NFE/Dikmas II Project was the continuation of NFE/Dikmas I Project loan 1485-IND ended in 1984. The NFE II project was supported by GOI fund and a loan from the International Bank for Reconstruction and Development (IBRD) with a disbursement period of 5 years - 1984-90.
2. The emphasis of this project was to review the weaknesses of the activities undertaken in the NFE I and develop and expand the project areas from 7 provinces to 17 provinces. Some 63 districts and 500 subdistricts were selected.
3. The NFE II was concerned to strengthen the institutional capability of Dikmas to provide and develop nonformal education programs which would create and expand educational opportunities. The details are as follows:
 - (a) Strengthening the institutional capability of Dikmas to improve its capability in managing and developing the programs.
 - (b) Developing nonformal education so as to expand the provision of effective and flexible out-of-school educational programs of greater relevance to the needs and of higher quality.
 - (c) Creating and expanding educational opportunities which Dikmas would direct to those who were educationally deprived and the "poorest of the poor".
4. The Specific Objectives of the Project were:
 - (a) Strengthening the management and supervision capabilities of Dikmas through reorganization.
 - (b) Establishing a system of regular in-service training for Dikmas staff.

- (c) Creating systems to develop, produce and distribute better learning materials.
- (d) Providing direct funding and support to the learning activities of the community members in the villages through the establishment of learning groups.
- (e) Introducing continuous monitoring and evaluation of Dikmas programs.

PROJECT IMPLEMENTATION

5. The NFE/Dikmas II Loan 2355-IND commenced effectiveness on February 16, 1984 and ended as planned on September 30, 1990. The Mid-Term evaluation was conducted from October 1986 to April 1987 and the monitoring and final evaluation report indicated that the project activities have been running well in general and the target was achieved. During implementation, several strengths and weaknesses were found relating to: (a) scope and coverage of the program, (b) management, (c) coordination and cooperation with the relevant institutions, (d) the quality of NFE/Dikmas programs, and (e) monitoring, and evaluation (SPEM).

(a) Scope and Coverage of the Program

6. The project area has been expanded to all 27 provinces. Thus the program covered 381 subdistricts in the previous operating area of Dikmas and about 50 new selected subdistricts. The districts were selected on the following criteria: (i) density of population, (ii) high percentage of illiteracy, (iii) high number of school dropouts, (iv) high number of unemployment, (v) absence of a Dikmas staff responsible for carrying out educational services. Highlights of scope and coverage include:

- (a) The target of the project range from 7-44 years of age, while first priority was the young unemployed who did not have a chance to follow the formal education or potential elementary school dropouts.
- (b) The components of the project activities covered: civil works, equipment, learning facilities development, learning program development, staff development and scholarship, technical assistance and monitoring and evaluation program.
- (c) Two components of the activities covering all 27 provinces include: (i) training and (ii) equipment provision for the workshop learning center (SKB).
- (d) The Mid-Term Evaluation reported that the project activities have shown a positive impact on the development and quality of Dikmas programs and this needs to be continued and disseminated. An important outcome of the project was the integration of its management with the Government Community Education Program (P2M)

started in 1986/87 which covered 27 provinces. This joint effort increased the funding of the project.

- (a) Since then the NFE II was extended throughout Indonesia by assisting the selected subdistricts to get funds for their activities, i.e., building SKBs and Learning Fund from the World Bank loan.

- (b) Management

7. Organization. The National structural organization of the Directorate of Community Education, based on Presidential Decrees numbers 44 and 45 issued in 1974, included four Sub-directorates: (a) Basic Education, (b) Vocational Education, (c) Women's Education, and (d) Community Educational Technology; later, a fifth was added, (e) Development of Potential Community Resources, reflecting its major program emphasis on literacy and vocational skills and Family Life Education.

8. At the provincial level, the Head of Dikmas Provincial division (Bidang Dikmas) reports to the Head of the Provincial Office of Education and Culture. The Dikmas provincial office is divided into three units: program development, staff development and materials development. This functional approach of the structure at the provincial level has been instituted in all 27 Provinces since 1975. At the District Level, the Dikmas organization chart indicated a separate section for Community Education. It was reported that a single person who heads a section (Kasi Dikmas) also took care of NFE activities. At the subdistrict (Kecamatan) level, there was one position for penilik. The penilik reports officially to the Head of the Subdistrict office of Education and Culture, but works closely with the Dikmas officer at the district level. The penilik, as a field supervisor, is the main link between the villages and Dikmas. Most peniliks serve 15 to 20 villages.

9. Project Management Arrangement. During NFE I the organization of the Project (Ministry of Education and Culture Decree No. 89/0/77) was integrated at the national and provincial offices by adding two functions - the Technical Secretariat and SPEM. The experimental structure was reported to be successful during the first project. In view of that, the reorganization of Dikmas was disseminated to 10 additional provinces covered by NFE II Project. On the basis of the monitoring and evaluation done by Dikmas at national level, it was found that the arrangements at the provincial level were better able to meet the community education needs. But towards the end of this project, the agreed structural change intended under the Presidential Decree (Meupan) had not yet taken place and consequently the development of the organization has not be fully achieved. The SPEM section and Technical Secretariat, which exist in the provinces, are part of the program section rather than the project section; therefore, Dikmas found it difficult to recruit qualified and appropriate staff.

10. Staffing. Experience indicated that the success of the project implementation was dependent on the ability of Dikmas field staff (penilik). In fact, during the project the penilik was under continued pressure to meet quantitative quotas which many feel to be excessive (more than 500 new

learners are supposed to be recruited by a penilik every year). Another problem which a penilik must regularly confront is that of persuading and recruiting volunteer tutors or finding some way to fund them when necessary. The implied criticisms of the penilik should, however, be viewed in the light of enormous day-to-day problems he/she is confronted with. In most areas they are tremendously overloaded with work. They have many demands on their time and few resources to work with to perform their job the way it is envisioned by Dikmas leadership. They must answer and collaborate with not only Dikmas hierarchy itself but with local village officials and other government officials at Kecamatan and District level. They must attend many meetings, represent their superiors at ceremonies, teach in various training courses conducted by various agencies, and negotiate for funds to support the learning activities. At the same time, they are expected to fulfil their primary tasks of establishing, filling, monitoring and evaluating learning groups. All peniliks under the project were supposed to have received motorcycles to facilitate their mobility; however, due to some problems the project provided them only during the last year of the project implementation period. It might have some bearing on the quality of the learning programs. However, all the 500 selected subdistricts have peniliks and some of them were very successful in doing their work.

11. Incentives and Remuneration. The success or failure of Dikmas learning groups is dependent to a great extent upon the skill and dedication of the tutors and facilitators. Yet for these critical services Dikmas must depend almost totally upon volunteers. In fact, during the project Dikmas has begun to reappraise its thinking in the direction of a policy shift away from the purely volunteer system. Incentives are given in various forms such as (i), a reward by the local government, (ii) learning funds to the Tutor Association (iii), credit or promotion of the teachers who teach the learning group. In order to keep high dedication of the tutors, the Government conducts competitions in the implementation of Kajar Paket A and provides special rewards to winners for subdistrict, district, provincial and national level every year.

(c) Coordination and Cooperation

12. Coordination with various institutions has been done to improve the quality of the program and achieve the targets effectively and efficiently.

13. Village Level Organization. At the village level, a managing team, headed by the head of the village government (Lurah/Kepala Desa), has been established to support the Dikmas program, while an education section of the village self-reliance program (LKMD) coordinates the team to implement the Dikmas program in the village. The existing NGOs such as Family Welfare (PKK), Dharma Wanita and Youth Organization (Karang Taruna) and other bodies or such a Foundation, Church, Mosque, Arisan, RT/RW are appointed to the organizing team to implement the programs. These organizations ultimately are in charge of establishing and carrying out learning activities including the recruitment of the tutors, facilitators and the learners, and providing meeting places for learning groups. Based on the organizational structure of

the program as mentioned above many of the tasks of the penilik have been delegated to members of the village management team. Consequently, most of the penilik's time is used to establish and supervise learning programs but the penilik could also have more time to do better coordination among the teams. The tutors and facilitators are under the coordination of the organizing teams which were usually social organizations established in the village and are the ones who ultimately conduct the learning activities--Kejar Paket A or Kejar Usaha.

14. Other Cooperation. Cooperation was undertaken with other institutions such as the Department of Agriculture, Department of Village Development, Department of Cooperatives and Department of Manpower. Cooperation in the field is in the form of integrated learning group technical assistance, even though the cooperation is limited only to technical assistance needed by the learning groups and other relevant aspects needed for developing package A as well as the Income-Generating activities.

15. Some provinces gave more funds to the local government for the implementation of Kejar Paket A whereas the seed money for the business activities came from the project.

16. During project implementation some models of income-generating activities were developed and they were funded by both the project and the Department of Home Affairs as was done in several sub-Districts in West Java in 1984-85. In the last year of project implementation that model was disseminated in all provinces by the Directorate General of Village Development in an effort to strength the village economy. The NFE II has attempted to establish cooperation between the educational program on occupation and basic education either in an integrated way or done separately by other government institutions or NGOs.

(d) Quality of Programs

17. Role of National, Provincial and District Training Center (BPKBs/BPMs and SKBs). The development of learning activities in the national (BPKB), provincial/regional (BPMs) and district (SKBs) level involved developing the learning materials and Dikmas staff, with training coordinated by Directorate of Technical Services (Diktentis).

- (a) The administration link of Dikmas in the national, provincial and district level with the BPKB, BPM and SKBs is not direct but it is done through the Director General at the national level and the Head office of Department of Education and Culture in the provincial and the district level.
- (b) The establishment of 24 new SKB buildings, the six rehabilitated buildings and extension of four buildings carried out by the Project provided suitable accommodations for the working force of the SKBs and the BPMs which were limited to developing the learning material models and training personnel.
- (c) The carrying out of the main tasks and functions also brought about change in the organizational structure by adding the functional and

professional staff in nonformal education which were able to support the learning program services for the community.

- (d) This network of BPKBs, BPMs and SKBs with Dikmas established for operational implementation of NFE Programs will be useful in the future.

18. The production of instructional materials has reflected positive achievements as well as problems:

(a) Teaching Aids

The appraisal target for equipment was 6,000 sets and 6,200 sets have been achieved (103 percent) whereas the simulation games planned were 64,000 sets and 78,000 sets have been produced (121 percent of target).

If we compare this with the graduate learners of 7.8 million this number is very small. The support expected from SKBs (Learning Center) is still less in extent and quality. This is caused by the lack of both better routine budget and qualified SKB staff.

The project provided printing machines and new typewriters to SKBs in the fourth year of project implementation. But the 24 new SKB buildings became functional just in the beginning of fifth year because the necessary government regulation came too late.

(b) Supplementary Learning Materials

Along with the provision and the development of teaching aids some problems had to be faced because local supplementary learning materials supposed to be produced by SKBs could not be developed. The supplementary learning materials are still limited compared with the number of the learning groups. The production of package A booklets was 149 percent (47.3 million) of the target with the addition of the President instruction fund (Inpres fund) to the previously scheduled 34 million booklets.

Determining topics is based on the kinds of skills learned by package A learning groups and Income Generating Learning Groups. Therefore, the topics along the programs of recreation, culture, religions are less developed by the project. They are presented in the package A1-A100 booklets.

The development or composition of the supplementary learning materials is done along with the procedures and requirements of the Loan Agreement which requires that before the materials are printed in mass quantity they must be tried out in the field. They must be written by a select group of staff/workers who have experience using supplementary learning materials. So they can be adjusted to the level of the learner's reading ability. The materials developed by such institutions as Department of Health, Department of Agriculture, Department of Industry, Department of Social Affairs

etc. have been adopted and modified. This is to create coordination during the implementation of the integrated field activities. This needs coordination with other technical ministries.

19. Village Learning Programs. The improvement of the quality of learning is the focus of Dikmas in as much as it is the national goal. Many efforts have been made for package A program, income generating projects for learning groups, teaching aids, and the development of learning materials.

(a) Package A Learning Group

In line with the government policy that in 1992 Indonesia will be free from illiteracy, the project served those in the age group of 7-44 years who had finished package A20. Free from illiteracy means literacy in Latin, letters, arithmetic and Indonesian language. For this basic education package A21-A100 books are provided.

The implementation of Package A has been integrated with the occupational programs for improving the quality of the learners' life.

In this case the learners of Package A were given an active fund of some Rp 6,000.00 per learner for starting productive activities. It was an innovation in implementing the Kejar Paket A program.

There are 114,300 learning groups with about 1,143,000 people in the 381 selected districts who have followed the package A or 151 percent of what was planned. At the national level there are 7.8 million people who have followed the package A (113 percent of planned target).

One proof of the success of the package A program is the receipt by the Indonesian government of an international competitive award organized by UNESCO for illiteracy eradication.

(b) Income generating Learning Groups (Kejar Usaha)

The second learning program as the main activity of NFE II project is the implementation of Kejar Usaha. This program has assisted about 1 million people. To enhance the quality of the learning program the project developed some innovations, which were as follows:

- (1) Provision of larger advances than the regular Learning Fund created: business activities with a wider targeted scope; the possibility of creating a new and larger employment opportunity; the possibility of a group creating its own business and fund, and creating a new Kejar Usaha group: A better guarantee of the continuation of the business, greater use of supervision.

With this type of Kejar Usaha, the innovative program can be developed in a wider scope either through business activities

or such programs cultivating the dry land and growing sugar cane which needed more than Rp 200,000 which was basically given to the Kejar Usaha learning groups.

(ii) Apprenticeship Program. The other innovation of the Kejar Usaha program is the "apprenticeship program" which was able to give skills training to the participants thereby creating work opportunities. The learning center was also responsible for finding jobs for the learners. This program has been experimented with successfully during the project.

(iii) Kejar Usaha Diklusemas. The other modified form of Kejar Usaha is to give learning funds to vocational training institutions conducted by NGOs, which educate the poor so they could enter the labor market. This has the additional benefit of helping the institution become stronger.

The apprenticeship and Kejar Usaha Diklusemas programs are the most important innovations that have been developed and tested during the last two years of the project. They were very successful in helping the learners create and find jobs. This type of program should be developed further and disseminated.

20. Another indication of success of Kejar Usaha program was the manner in distributing and managing the Learning Fund through the Dikmas models. The Banks and Cooperative were tried out in some places and this needs to be improved by training the field staff, tutors and other facilitators who are directly involved in managing the Learning Fund.

21. Other Comments. The training program has some weaknesses which should be resolved, such as: (i) low level and inadequate bookkeeping by learners, (ii) inadequate skills training in managing business activities, (iii) poor monitoring of payment and sanction of members who fail to repay, (iv) lack of technical advice from the supervisors or other business experts.

(e) Monitoring and Evaluation (SPEM)

22. Learning from the NFE I experience, SPEM in the NFE II project has been focusing on collecting data which were necessary and could be analyzed for planning and decision-making purposes to improve future programs and speed up the achievement of project goals. To this end, the NFE II project developed a reliable Management Information System (MIS) to collect, process, store and retrieve Dikmas data in faster, controlled and regular fashion. To implement the MIS the project has provided and installed computers at National, and three provinces (West Java, Central Java and East Java). The software has been developed and tried in eight provinces. Two problems were observed:

(a) The main problem was the ineffective Management Information System (MIS). Three kinds of instruments have been developed and used during the project. These caused confusion in the filling in of the data in the field. The three instruments are: (i) the instrument used in the Dikmas I project, (ii) the instruments which have been developed together with the Information Center of Balitbang

Department of Education and Culture, and (iii) the instruments which have been developed by the project together with the UNICEF project.

- (b) The second was the difficulty of analyzing collected data to provide detailed information or as a basis for policy decisions.

23. In addition to, or within the framework of, development efforts described above, SPEM also carried out its main activities as follows:

- (i) Providing guidelines on SPEM aspects to be included in the technical manual for Kejar Paket A and Kejar Usaha Programs.
- (ii) Checking the correspondence, the progress in the program implementation by provincial offices of Dikmas.
- (iii) Providing feedback to provincial offices for the solution of operational problems in the project provinces according to suggestions and directions from the project management.
- (iv) Facilitating technical meetings and/or workshops organized annually by the project to evaluate the programs.
- (v) Providing on-site technical assistance in the provinces where such assistance was required from Pusat (central office). Field visits were conducted in selected locations in need of such services.
- (vi) Evaluation of program implementation through study of incoming reports, such as quarterly, semi-annually and annual reports and providing feedback to the provinces.

MAIN FINDINGS AND LESSONS LEARNED

24. Findings. The main findings and conclusions of the NFE II project are:

- (a) the project expanded from seven provinces covered during NFE I to an additional 10 provinces for the 500 selected sub-districts covering all provinces. The selection of additional sub-districts used criteria which were approved by the Bank,
- (b) the experimental organizational structure established at the provincial offices of Dikmas, which added two sections of Monitoring and Evaluation and Technical Secretariat to the existing sections faced problems of lack of qualified personnel. The training provided abroad was very useful. However, there was difficulty in retaining the trained personnel who are often promoted easily after the training. Hence the operation at this level remains weak,

- (c) this project had a slow start up due mainly to the lack of qualified staff at the sub-district level (peniliks). When all the selected sub-districts had peniliks, they were able to catch up after initial delays.
- (d) Dikmas programs were successful in reaching the stated targets, however, the employment-oriented training may have had difficulty in reaching the poorest of the poor, partly because of pressure from imposed quotas and partly because of lack of skills. It appears that those who have had access were those who were fairly well off and who were able to forego income to take up additional learning. The poorest of the poor do not have this kind of opportunity, and unless the learning activities will provide direct benefits they have difficulty in participating in the learning activities.
- (e) the revolving fund system could not be developed properly, especially in the area of management and repayment of the Learning Fund; however, the project had some useful innovations which were fairly successful; i) apprenticeship program (magang), ii) private courses (Diklusemas), and the iii) Tutor Association incentive program.
- (f) The new strategy of integrating basic literacy and income generating learning groups (the new approach of Kejar Paket A) developed by Dikmas may solve the problems of relevance of learning activities to the learner's needs, low motivation, and reaching the poorest members of the community, although part of the problem stems from the lack of supplementary materials.

25. Recommendations. To improve existing operations and to develop future programs (NFE III now under preparation) the following are the main recommendations:

- (a) the structure of Dikmas should be reorganized by a Presidential Decree (Menpan). The Technical Secretariat and SPEM Sections should be added to the present structure in order to conform to the five components of functional groups in carrying out NFE program activities.
- (b) the strategy adopted in the utilization of the Learning Fund of Kejar Usaha (Income-generating program) where the funds should be revolving should have clear mechanism in distributing the fund and the repayment system. The cooperation agreement in the handling of learning funds, started with the Bank Rakyat Indonesia (BRI) and tried in some areas, may be an alternative to solve the problem of the Learning Funds.
- (c) it may be appropriate to assign qualified NGOs the responsibility to manage and implement the NFE programs and the Learning Funds; this could reduce the burden on the penilik. The penilik's role could then focus more on providing supervision and monitoring and being a facilitator to the learning programs.

- (d) the new structure of SKB which has been provided with functional staff (through Menpan Decree) should support the penilik in supervising and coordinating the implementation of the NFE program in the future. In line with the reorganization of SKB, the role of BPMs should also be changed in order to enhance the quality of the NFE Program. The BPM could also become a resource center to develop: (i) models of training, (ii) local learning materials, (iii) monitoring and evaluation, and, (iv) models of learning programs¹/.
- (e) Dikmas should establish clear and closer coordination with other ministries which have similar NFE programs. The National Coordinating Committee on Nonformal Education should be reoriented and strengthened to coordinate the planning and implementation of NFE programs.
- (f) With regard to the government's nine (9) year compulsory education program, Dikmas should support this program by conducting Paket B for those who can not be accommodated in the secondary schools. The development of the prototype of Paket B during the NFE II Project should be continued as part of the future NFE III.

26. Bank Supervision. The Bank supervision once or twice a year is not enough for a large and complicated project as the NFE II. The mission provided beneficial impact in overcoming project related problems such as procurement of motorcycles, construction of SKBs and BPMs, establishing institution status of SKBs, processing of re-allocated funds. In the future Bank supervision should be more than twice a year in order to strengthen the implementation of the project.

¹/As of February 1991 the BPM has been transformed into regional training and resource centers (BPKBs).

PART III: PROFILE OF THE PROJECT

Table 3.1: RELATED BANK LOANS IN THE NONFORMAL EDUCATION SUB-SECTOR

Loan/Credit Title	Purpose	Year of Approval	Amount of Loan (US\$ mln)	Status	Comments
Ln. 1486 First Nonformal Education	1) Provide effective village nonformal education programs 2) Improve the quality of nonformal programs 3) Reinforce management and supervision capabilities.	1977	828.61	Relatively successful.	

Table 3.2: PROJECT TIMETABLE

Item	Date Planned	Date Revised	Date Actual
Identification			2/82
Preparation			3-8/82
Appraisal Mission	10/29/82		10/29/82
Loan Negotiations	9/83		9/1/83
Board Approval	12/83	11/8/83	11/8/83
Loan Signature			12/16/83
Loan Effectiveness	2/17/84	3/84	3/84
Loan Closing	9/30/90	9/30/90	9/30/90
Project Completion	3/30/90	3/30/90	9/30/90
Project Completion Report	9/30/90		12/30/90

**Table 3.3: CUMULATIVE ESTIMATED AND ACTUAL DISBURSEMENTS
(US\$ million)**

IBRD Fiscal Year	1984	1985	1986	1987	1988	1989	1990	1991
	<u>/a</u>							
Appraisal Estimate	0.1	5.1	13.2	21.6	29.8	38	42.3	43
Actual	0.1	1.6	8.1	17.3	23.5	33.4	40.9	43
Actual as % of Estimate	0.2	31.4	61.4	80.1	79.0	88.0	97.0	100

Date of Final Disbursement: February 22, 1991.

/a The front-end fee is about US\$ 0.1 million.

**Table 3.4: PROJECT COSTS
(US\$ million)**

Project Component	Appraisal Estimate			Revised Estimate			Actual		
	Local	Foreign	Total	Local	Foreign	Total	Local	Foreign	Total
Expansion of Village-Level Learning Program									
Basic Education	9.0	5.5	14.5	36.5	2.9	39.4	36.5	3.5	40.0
Employment-oriented Training	4.7	2.4	7.1	-	17.1	17.1	-	16.5	16.5
Subtotal	<u>13.7</u>	<u>7.9</u>	<u>21.6</u>	<u>36.5</u>	<u>20.0</u>	<u>56.5</u>	<u>36.5</u>	<u>20.0</u>	<u>56.5</u>
Improvement of Learning Materials & Staff Development									
Establishment of 3 New Provincial Centers (BPMs)	2.0	1.0	3.0	0.2	1.0	1.2	0.2	1.0	1.2
Establishment of 24 New District Centers (SKBs)	7.2	2.8	10.0	0.4	2.2	2.6	0.3	2.0	2.3
Support to Existing Provincial Offices & SKBs	0.2	1.0	1.2	3.2	6.6	10.0	2.8	7.0	9.8
Staff Development Programs	7.5	2.3	9.8	2.0	10.5	12.5	1.6	11.6	13.2
Subtotal	<u>16.9</u>	<u>7.1</u>	<u>24.0</u>	<u>5.8</u>	<u>20.3</u>	<u>26.1</u>	<u>4.9</u>	<u>21.6</u>	<u>26.5</u>
Strengthening of Management, Monitoring & Evaluation									
Planning & Management Support	0.7	0.8	1.5	0.6	1.4	2.0	0.5	0.4	0.9
Establishment of Computerized Information System	0.2	0.4	0.6	0.5	0.2	0.7	0.3	0.1	0.4
Supervision and Reporting	1.0	0.5	1.5	1.3	0.7	2.0	0.7	0.5	1.2
Applied Research	0.2	0.0	0.2	0.0	0.3	0.3	0.0	0.3	0.3
Subtotal	<u>2.1</u>	<u>1.7</u>	<u>3.8</u>	<u>2.4</u>	<u>2.6</u>	<u>5.0</u>	<u>1.5</u>	<u>1.3</u>	<u>2.8</u>
Total Regular Costs (mid-1983 prices)	32.7	16.7	49.4	44.7	43.1	87.8	42.9	42.9	85.8
Contingencies									
Physical Price	3.3	1.7	5.0	-	-	-	-	-	-
Total Project Costs	<u>49.8</u>	<u>22.1</u>	<u>71.9</u>	<u>44.7</u>	<u>43.1</u>	<u>87.8</u>	<u>42.9</u>	<u>42.9</u>	<u>85.8</u>
Front-end Fee on Bank Loan	-	0.1	0.1	-	0.1	0.1	-	0.1	0.1
Total Financing Required	49.8	22.1	71.7	44.4	43.0	87.4	42.9	43.0	85.9

Note: Costs are net of taxes and duties. Figures may not add due to rounding.

Table 3.5a: PROJECT FINANCING

Source	Planned		Revised		Final	
	US\$ million	%	US\$ million	%	US\$ million	%
IBRD	43.0	60.1	43.0	49.2	43.0	100.0
Government	28.6	39.9	44.4	50.8	42.9	96.6
Total	71.6	100.0	87.4	100.0	85.9	98.0

Table 3.5b: PROJECT FINANCING

Category of Expenditure	Government ----- (US\$ million)	IBRD	Total /a -----	% of IBRD Financing
Land Acquisition, Furniture & Basic Education Fund	36.5	-	36.5	8
Civil Works	0.6	3.0	3.6	83.5
Equipment, Consumable Materials Learning Materials & Books	3.2	7.0	10.2	69.0
Employment-oriented Fund	-	20.0	20.0	100.0
Consultants, Fellowships & Professional Fees (architectural)	-	0.7	0.7	100.0
Training, Per diem and Travelling Allowances	2.0	10.9	12.9	84.0
Project Management, Monitoring and Supervision	0.6	1.3	1.7	76.0
Total Project Cost	42.9	42.5	85.4	50.0
Front-end Fee	-	0.1	0.1	100.0
Total Financing Required	42.9	43.0	85.9	50.0

Notes: Basic Education Fund including all provinces.

Table 3.6: ALLOCATION OF LOAN PROCEEDS

	<u>Initial</u> (Loan Agreement)	<u>1st Amend.</u> (July 1988)	<u>2nd Amend.</u> (August 1989)	Actual Allocation Total Disbursed (February 1991)
(US\$ million)				
Civil Works	7.9	7.0	3.20	2,956,720.68
Equipment, furniture learning materials	15.5	10.3	6.80	6,984,460.68
Employment-oriented Fund	8.0	12.6	19.95	19,994,905.61
Consultants, prof. services, fellowships	3.1	2.6	0.74	671,228.40
Training	6.3	8.1	10.50	10,922,868.62
Project mgmt., monitoring, supervision		1.0	1.7	1,340,915.21
Fee	0.11	0.11	0.11	107,282.00
Unallocated	2.09	1.29	0.0	0.0
<u>Total Disbursed</u>	<u>43.0</u>	<u>43.0</u>	<u>43.0</u>	<u>42,978,386.27</u>
Undisbursed balance cancelled as of 02/22/91				21,613.73
<u>Total Loan Amount</u>				<u>43,000,000.00</u>

Table 3.7: PROJECT RESULTS /a

Indicators	Appraisal Estimate	Estimated at Closing Date	Percent of SAR
Selected Sub-districts	381	430	113
Basic Education Groups (Learners)	76,200 (762,000)	820,600 (8,200,000)	1,076
Employment-Oriented Training Groups	19,580	96,000	493
Apprenticeship (learners)		7,549	
Learning Materials	31,740,000	46,870,000	148
Supplementary materials	4,500,000	14,283,800	317
Audio-Visual Aid	6,000	6,000	100
Simulation Units	62,500	62,500	100
Staff Training Programs (staff-days)			
National Level	8,100	31,741	392
Provincial Level	114,240	266,297	233
District/Subdis. Level	594,564	558,508	94
District Centers (SKBs)	24	17	71
Provincial Centers (BPMs)	3	3	100

Source: Report on the Progress of PNF II, Nov. 1989.

/a The Project is defined as follows: For physical facilities (SKBs and BPMs), 10 provinces (B). For Basic Education, Employment-oriented activities and Learning Materials, 17 provinces (A) + (B). for Staff Training Programs 27 provinces (A) + (B) + (C).

Table 3.8: STATUS OF COVENANTS

Section of Loan Agreement	Covenant	Status/Remarks
3.02	Employ consultants satisfactory to the Bank.	Satisfactory met for domestic consultants. No foreign consultants employed.
3.03	Insure imported goods and the exclusive use of all goods and services procured by the loan.	No goods imported during the project.
3.04	Submit plans specifications, reports, contract documents, work and procurement schedules.	Fully met.
(b)	Maintain records, Bank representative visits to sites; submit regular reports.	
(c)	Submit completion report.	
3.05	Land acquisition and rights required for construction together with proof of acquisition.	Completed although the land was not acquired according to schedule.
3.06	Appoint and maintain qualified staff for implementation of project in accordance with agreed schedule.	Not fully met especially delay in government decree for BPMs and SKBs.
3.07	Establish criteria and procedures (a) for selection of subdistricts; (b) selection of activities to be assisted by employment oriented fund and for replenishment of such fund; and (c) for selection of fellowships.	Fully met.
3.08	Not produce any learning materials in mass quantity unless field-tested and any necessary revisions made.	Fully met.
3.09	Furnish annual plan and budget for training as well as for development production and distribution of learning materials. Implementation plan after Bank review and comments. Furnish annual program for study implementation plan.	Met, however delayed few months reviewed by the Bank mission.
3.10	Extend provision of decree 089 to cover all provinces in which basic learning activities included in project.	Fully met. The Ministry Decree's for 10 provinces under NFE II issued in November 1983.
4.02	Maintain separate accounts reflecting project expenditures, submit certified accounts and auditors reports.	Fully met.

Table 3.9A: STAFF INPUTS

Activity	FY82	FY83	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	TOTAL
Preappraisal	6.2	6.3									12.5
Appraisal		55.6	5.2								60.8
Negotiations			10.3								10.3
Supervision			0.9	9.5	7.1	15.0	9.0	15.6	14.3	4.1	75.6
PCR										3.5	3.5
Other											0.0
Total Project	6.2	61.9	16.4	9.5	7.1	15.0	9.0	15.6	14.3	7.6	162.6

Table 3.9B: MISSIONS

Activity	Month/D Year	No. of Persons	Days in Field	Specialty /a	Performance Status /b	Types of Problems /c
Appraisal	10-11/82	4		A, B, E, N		
Post Appraisal	2/83	1		E		
Supervision	I 11/1-11/21/84	1	20	B,	1	NA
	II 2/10-2/16/86	1	7	E, 1	NA	
	III 9/30-10/8/85	2	12	A, E,	1	M
	IV 3/5-3/12/86	1	5	A,	1	F, M
	V 10/1-10/9/86	1	7	B,	1	F,
	VI 2/9-2/18/87	1	7	B,	2	F, M
	VII 10/10-10/20/87	1	7	B,	1	F
	VIII 4/26-4/30/88	1	4	A,	2	F
	IX 1/28-2/28/89	2	48	A, I	1	M
	X 11/26-12/3/89	2	16	B, I	1	T, M
PCR	XI 4/90	2	5	B, I		
	XII 8/90	1	4	I		
	XIII 10/90	1		I		
Other						
Total Project		17	143			

/a Specialty codes: A = architect, B = economist, C = engineering educator, D = environment, N = NonFormal Education Specialist.

/b 1 = problem-free or minor problems, 2 = moderate problems

/c M = managerial, T = technical, F = financial

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355-IND)

PROJECT COMPLETION REPORT

Project Description

Part A: Expansion of Dikmas Village Learning Programs

- (a) Expansion of village learning programs in about 500 subdistricts through the provision, inter alia, of learning materials, motorcycles for the field workers (Peniliks) and funding of employment-oriented (IGP) training activities.
- (b) Support to existing Dikmas village learning programs in about 1,994 subdistricts through the provision, inter alia, of learning materials, motorcycles and funding of employment oriented (IGP) training activities.

Part B: Improvement of Dikmas Learning Materials and Staff Development Programs

- (a) Establishment of about 3 new provincial material development and staff training centers (BPMs).
- (b) Establishment of about 24 new district materials development and staff training centers (SKBs), expansion of about six existing SKBs, and renovation of about four existing SKBs.
- (c) Strengthening of existing provincial offices and SKBs through the provision of equipment and consumable materials.
- (d) Provision of training for staff through in-country and overseas fellowships and in-country training programs.

Part C: Strengthening of Management, Monitoring and Evaluation and Applied Research

- (a) Strengthening of planning and management capabilities of Dikmas through the provision of specialist services by foreign and local consultants and related equipment and incremental costs.
- (b) Establishment of a computerized information system for Dikmas at the national and provincial levels.
- (c) Strengthening supervision, reporting and evaluation at the national, provincial, district and subdistrict levels of Dikmas, through the provision of trained personnel, local consultants and related incremental operating costs.
- (d) Carrying out of studies to implement a program of applied research in nonformal community education.

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355-IND)

PROJECT COMPLETION REPORT

Highlights of Project Achievements

- (a) Village Learning Programs. The following have been achieved:
- (i) the Basic Education (Paket A) program exceeded the target. As of the closing date the project had reached about 820,000 (8.2 million people) in the 17 province area including some selected areas from the remaining 10 provinces in the country.
 - (ii) the Employment Oriented Training (Kejar Usaha) program provided assistance to kejar usaha biasa (ordinary IGP groups) totalling 95,800 groups, each of which were given Rp 200,000 on a revolving basis to assist their small scale business operations. During this project, three innovations were introduced under the employment training component; a. kejar usaha induk (large IGP groups) have been started to act as models for the development of other kejar usaha groups with about 1,282 groups assisted and provided with average Rp 2 million as seed capital from the savings of the community fund; and, b. magang (apprenticeship) program for school dropouts where the project provided an average of Rp 150,000 per apprentice to enterprises as a means of increasing working opportunities with about 7,549 persons assisted; and c. private courses (Diklusemas) nonformal educational centers which provided an average of Rp 2 million each to about 270 institutions and assisted about 500 learners each.
 - (iii) Other Groups/Organizations. In addition, private associations for the advancement of nonformal vocational education have been promoted and encouraged. More than 20 umbrella organizations at the central level and more than 17,000 institutions at the provincial and local level have established formal links with Dikmas and have developed more than 300 skill courses in the field. About 40 courses have qualified for national examinations. Incentives have been provided to about 4,000 tutor associations to increase the number of tutors and encourage their active participation in the program. Each tutor association received an average of Rp 750,000.
- (b) Learning Materials and Staff Development. Under this component the following have been achieved:
- (i) Facilities (office equipment, facilities) for the three provincial training centers (BPMs) were completed and are operational. All the twenty four (24) district centers (SKBs)

were established as planned. All BPMs and SKBs had been equipped with furniture, type writers and mimeo graph machines. Motor-cycles (663 units) were provided to field staff in 381 sub-districts, 63 districts and 10 provincial staff. The planned delivery of motorcycles for the SKB staff was not carried out due to problem in regularization and staffing and increase in the price of motorcycles (Rp 1 million to Rp 2.5 million).

- (ii) Learning Materials. The project reproduced and distributed about 47 million copies (148%) of Paket A books, 14 million (317%) copies of supplementary learning materials and guide books, 6,200 sets (105%) of audio visual aids and 78,000 sets (121%) of simulation games.
 - (iii) Staffing/training. A total of 648 staff have been appointed from the plan of 1,198 staff during the project period. This is due to delays in the staffing of the SKBs. Staff training closely followed the SAR proposed areas of training. The number of individuals trained exceeded SAR expectations. At the national level, about 31,741 staff days of training were carried out, 392% more than the SAR target of 8,100. At the provincial level, about 266,297 staff days (233%) of training were provided from the original estimates of 114,000. At the district/subdistrict level, 558,508 staff days were provided which is 6% minus the SAR target of 595,000. Short term scholarships were provided to 50 persons in various courses in the country while 40 persons participated in the overseas fellowships for three months in management and training in Australia, and learning materials and monitoring and evaluation in the Philippines. The long term scholarship for S2 and S3 graduates was not carried out. All funds for training not carried out was shifted to local consultants.
 - (iv) Consultants. Foreign consultants were not engaged for the project. Instead Dikmas recruited a total of 843 university graduates (S1) to assist in program development, monitoring and supervision of field activities on a contractual basis, which averages 250 graduates per year. These graduates proved to be very effective in assisting project activities at the local level. A total of 48 man-month of domestic consultants for Dikmas was also employed.
- (c) Management, Monitoring & Evaluation. Under this component the following have been accomplished;
- (i) the monitoring and evaluation system was developed with assistance from the Balitbang Dikbud. A management information system was tested in 6 pilot areas, and four provinces were provided with micro-computers. Training for the information system was also carried out in 7 of the 10 project provinces.

Two Dikmas staff from each province received 3-month training in computer familiarization and data entry.

- (ii) a mid-term evaluation was carried out from October 1986, to April 1987 and provided many useful recommendations. Five associated studies were completed covering: a. socio-economic impact of NFE programs; b. development of local tests for literacy and income-generating training; c. self-financing models available in the society; d. tutor incentive models practiced by other sectors, and; 5) institutional development of BPKB and SKBs.

INDONESIA

SECOND NONFORMAL EDUCATION PROJECT (LOAN 2355-IND)
PROJECT COMPLETION REPORT

Organizational Structure of Dikmas
Directorate for Nonformal Education

