



Community College Administrator Program with Indonesia
Assessment Trip Report
November 10-14, 19-21, 2014



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Site Visits – Participating Community Academies in East Java

- AK Lamongan
- AK Bojonegoro
- AK Nganjuk
- AK Blitar
- AK Situbondo
- AK Sumenep

Background

In 2013 the Florida State University Learning Systems Institute was awarded a contract by the U.S. Department of State to organize and host the Community College Administrator Program with Indonesia, a six-week program of study for four Indonesian officials with higher education planning responsibilities and twelve administrators from post-secondary vocational and technical institutions in Indonesia. Conducted by Florida State University and Valencia College from March to April in 2014, the exchange consisted of a one-week Executive Dialogue and a five-week Community College Seminar.

The Executive Dialogue was designed to provide an overview of the U.S. community college system and explore Indonesia’s development of community academies. Indonesian higher education officials and administrators met with senior staff and policy-makers of the Florida Community College System in order to provide a comprehensive understanding of the development, organization and administration of a U.S. community college system integrally linked to secondary education, higher education and the workforce training needs of business and industry. The Community College Seminar provided a five-week program of training for 12 administrators from Indonesian post-secondary vocational and technical institutions in key elements

of community college leadership to provide direct exposure to the day-to-day administrative responsibilities and challenges of U.S. community colleges, and investigate specific community college academic and vocational programs relevant to the needs of Indonesia and/or the participants’ home institutions.



ADVOCATE FOR EDUCATION
Dr. Jeffrey Ayala Milligan, left, meets with the leader of the Muko Muko district, in Bengkulu province. He is a strong advocate for the local community academy.

In 2014 the U.S. Department of State awarded a one-year extension of the Community College Administrator Program to Florida State University and Santa Fe College. The new CCAP with Indonesia will take place in May-June, 2015. In order to assess the impact of the 2014 CCAP on participating institutions and to

improve planning for the 2015 CCAP, Dr. Jeffrey Ayla Milligan, Director of the Learning Systems Institute, and Dr. Vilma Fuentes, Assistant Vice President for Academic Affairs at Santa Fe College, traveled to Indonesia from November 9 to 19, 2014, to visit 2014 participants' community academies. From November 9-14 Dr. Milligan and Dr. Fuentes visited the six participating community academies in East Java:

- AK Lamongan
- AK Blitar
- AK Bojonegoro
- AK Nganjuk
- AK Situbondo
- AK Sumenep



AKADEMI KOMUNITAS BLITAR
Dr. Vilma E. Fuentes, far right, visits with students at the Akademi Komunitas Blitar.

From November 19-21 Dr. Milligan visited two additional participating institutions in Bengkulu Province: AK Rejang Lebong and AK Muko Muko. In all the assessment team visited eight of the 12 institutions participating in the 2014 CCAP with Indonesia.

Overview of the Akedemi Komunitas System

Background

The Akademi Komunitas system began in 2012 after the passage of the Indonesian Higher Education Law, which proposed developing one AK in every district in the country based on the local needs of the community. This new legislation authorizes AKs to offer Diploma I and Diploma II (Diploma II is analogous to the associate degree in the U.S. community college system) in various fields to meet local demands. More specifically, the Indonesian government has set the ambitious goal of creating 269 AKs by 2015. As of

November 2014 the number of AKs in the country has grown from 35 in 2012 to 82.

During the 10 years before this new law was passed, Indonesia had created 29 community colleges. These institutions only provided instruction at the D1 level and were not authorized to confer degrees because there was no legal basis for their existence. They operated as appendages to regional Polytechnic Universities. Of the community colleges that were created between 2002 and 2011 most closed within a year or two of their creation. Interestingly, the current AKs in Blitar and Situbondo were established as community colleges in 2002 and 2005, respectively. Both were converted to AKs after the passage of the 2012 higher education law.

Development

Development of the AK system has been a cooperative endeavor involving the national government, local government, and the polytechnic universities. Individual AKs are authorized and financed by the Directorate General of Higher Education (DIKTI). Local (Kabupaten-level) governments, primarily through their Department of Education (DINAS), have provided temporary facilities in local vocational high schools (SMK) and assigned SMK teachers and administrators as the temporary staff of the community academies. Polytechnics have been assigned to oversee the development of academic programs and curriculum in four to six AKs in their region. Lecturers from the polytechnics visit each AK approximately once a month to assist with curriculum development, provide training, and oversee instruction. In essence, each new AK functions as a branch campus of the partner polytechnic during its first few years.

The AK leadership is expected to convene stakeholder meetings to discuss the academic programs that are most needed in their district given their local economy's needs. They are also expected to negotiate with their local government representatives for the transfer of land from the local government to DIKTI for the construction of new AK campuses. Once the land is secured—which must take place within three years of the establishment of the AK—the newly minted Akedemi Komunitas Negeri (national) enters into a memorandum of understanding with DIKTI whereby the AK secures its independence from the direct oversight

of the polytechnic. At this point DIKTI is expected to provide funding for the construction of a campus and the operating expenses of the community academy.

The 12 AKs represented by the 2014 CCAP participants were all established in 2012 and are all roughly at the same stage of development: They have established academic programs, begun offering those programs to students, and secured land from their local governments. They are currently awaiting their grants of “independence” by DIKTI as well as the funds necessary to begin construction of their campuses.

Thus far only one institution, the AK at Pacitan, has gained its independence. A few more are expected to become fully independent in the next few months. These include the AK in Blitar and the AK in Aceh Barat, two institutions that were represented in the 2014 CCAP program.

Administration, Faculty and Staff

DIKTI’s plans for the staffing of the community academies envisions instructional staff coming from the academic community or local industry. In practice, few of the instructors in the AKs we visited joined the academies from industry. This is due in part to existing regulations regarding the academic qualifications of lecturers in higher education. It is difficult to identify individuals with the required academic credentials and industry experience and interest in teaching in these new institutions. Instead, the community academies are currently led primarily by administrative staff seconded, for the most part, from the local vocational high school.

Each AK has appointed a director and one or more vice-directors overseeing academic affairs, student affairs, etc. The instructional staff are likewise seconded to the AK from the vocational high school, where they teach essentially the same subjects as they are teaching in the community academy.

The AK in Sumanep is the only one we visited that benefitted from instructors from industry. Four of their multimedia professors were employed full-time in the local television station, Madura Channel, while a couple others were employed in local advertising

companies. All of these industry professionals provided part-time instruction at the AK. Perhaps because of their ties to local business, the part-time instructors in the multimedia program helped their students develop impressive projects and host a few exceptional events. For example, teams of multimedia students created films that were presented to a public audience. Rather than require students to showcase their work solely to their peers, the AK in Sumanep sponsored a major, all-day film competition and invited community members to participate. Students developed the banners, posters, and flyers promoting this event. Then they presented their films before the public audience and invited them to judge their work. This served as a community outreach activity, helped showcase student projects, and validated the education being provided by this new institution.

Several of the AKs visited in November have received one or two “permanent” faculty from this program. They appear to be recent D4 of S1 (baccalaureate-level) graduates of the polytechnic universities. Individuals interested in applying to these positions apply to DIKTI, which then makes the final candidate selection. The recent university graduates who have been selected for a full-time faculty position have not necessarily majored in the same field in which they are to offer instruction at the AK level. For example, Lisa, one of the new full-time lecturers at the AK in Nangjuk, graduated with an S1 in fisheries and has been assigned to teach food industry technology. However, before beginning her appointment, she and other new full-time AK lecturers are sent to the local polytechnic university overseeing the community academy where they have been assigned. At the polytechnic university they receive one year of additional training in pedagogy and their technical area of expertise. Currently, none of the community academies participating in the 2014 CCAP has anywhere near a full complement of permanent faculty and administrative staff.

Academics

The community academies are intended to meet the workforce development needs of their local communities. To accomplish this objective, they are expected to tailor their academic programs to areas relevant to the needs of local business and industry. These may include information technology, manufacturing or



Diani Pitaloko: Addressing the needs of students with disabilities

Diani Pitaloko, a 2014 CCAP participant from the AK in Situbondo, exemplifies other ways in which the CCAP program may benefit future Indonesian administrators. Diani serves as vice headmaster of student affairs at her institution. Like most administrators in the nascent AK system, Diani is not a permanent AK employee. She is officially employed by the city government and was assigned to oversee student affairs in the new AK in Situbondo to support the development of this new public institution.

As a participant in the CCAP program, Diani was struck by the services and support U.S. community colleges provide to students with disabilities. Coincidentally, one of the students enrolled in the AK in Situbondo has an amputated leg. Although this AK's temporary facility does not have wheelchair accessible ramps, such modifications will be incorporated into the new, permanent facility as a result of the knowledge Diani gained while in Florida. In the interim, the disabled student in her AK is being provided with other accommodations to help her succeed. She has been provided with a special chair so she may participate in all hands-on classroom activities without standing, as is required for other students. In addition, classmates and administrators help her onto this chair and carry her as needed.

automotive technology in more urban areas with a significant industrial base or agriculture-related programs in more rural areas. Several of the community academies visited had convened focus group discussions involving local stakeholders in order to determine what programs the AKs should offer. The recommendations that emerged from this process, however, were postponed in many cases in favor of academic programs offered by the supervising polytechnic university. Presumably the supervising polytechnics determined that they did not have the resources or expertise to develop curricula in areas of study outside what they currently offer. This has led to what seems to be an overabundance of programs in information technology, informatics, computer-related programs, etc. However, some of the academies have been able to develop other programs relevant to their local economic development needs. For instance, AK Nganjuk has developed a food processing program and the two AKs visited in Bengkulu—Rejang Lebong and Muko Muko—have developed programs in agriculture, fisheries, and livestock management. Despite these current constraints on program offerings, each of the AKs visited looked forward to their independence from polytechnic supervision so that they could develop more locally related training programs.

In an effort to ensure that AK curricula provide students with the work-related skills needed by local business and industry, DIKTI has mandated that programs of study devote 60% of their time to practical, hands-on training and only 40% to “theory,” by which they mean classroom lectures. This is a significant departure from common practice in Indonesian higher education, which is dominated by a transmission model pedagogy: teacher-centered lecture, passive learning, etc. Though this ideal is a positive step, its realization is likely to be hampered by professional inertia—teachers are most likely to teach as they were taught due to the lack of relevant practical experience among the faculty. Moreover, the continued dichotomization of theory and practice in the policy neglects the potential of pedagogical strategies that integrate theory and practice.

Students

Most of the AKs visited currently enjoy enrollments of 200-300 students. Several have recently graduated their first classes. The vast majority of the students

we met were recent graduates of the vocational high schools that are currently providing temporary facilities for the AK. They seemed happy with their programs of study and often expressed pride in the fact that, for some of them, their AK was the only government institution of higher education in their communities. Many expressed the goal of transferring to their local polytechnic university to earn the D4 in their area of study. Thus it seems that some students still have doubts about the usefulness of the D2 in helping them achieve their aspirations and see the AK as a stepping stone to higher education.

The vast majority of AK students are traditional students matriculating through cohort model programs of study. For instance, while administrators spoke of full-time and part-time students, they were not using the terms in the ways they are commonly used in the U.S. In the AK parlance a full-time student is a student taking a full load of academic courses and who does not work; a part-time student is a student taking a full-load of courses who does work. It is apparently not yet possible for students to take less than a full load or to sit out one or more semesters as is common in U.S. community colleges.

While most students are currently traditional students, some AKs are attracting non-traditional students. The food service program at AK Situbondo, for instance has enrolled two women who decided to return to school after their children were grown so that they might develop the skills to start their own small businesses.

Challenges

The faculty and staff we met in each AK were uniformly enthusiastic about the development of their academies. They were proud of what they have accomplished thus far and look forward to the future of their institutions. That said, they noted a number of challenges that must be overcome if the community academies are to realize their potential:

Permanent staff — As noted above, the community academies are currently staffed by administrators and lecturers who are largely seconded from the local vocational high school. While some of these individuals expressed an interest in staying on as permanent employees of the AK, Indonesian government employment



Community academies appeal to nontraditional students

While an overwhelming majority of those enrolled in the AKs were traditional-aged college students, older adults were also present. The food industry technology program at AK Situbondo, for instance, has enrolled two women in their forties who decided to return to school after raising children. Both said some neighbors questioned their decision. Yuyun Andayani was told that she was already a good cook and did not need to learn more about food preparation. However, she was strong-willed and insisted that she wanted to attend the AK to better herself, develop new skills to start her own business and possibly learn how to prepare new dishes. Luluk Arivantiny was fortunate to have a husband and children who supported her, even if the program took her away from home during classes. Her teenage daughter offered to cook dinner for the family so her mother could attend school.

Interestingly, the small cohort of 21 students enrolled in the food industry technology program developed a strong bond; students were very supportive of each other and were dreaming of opening their own business together. Yuyun and Luluk, though significantly older than the other students, were self-confident and seemed to serve as mentors or role models to some of the younger students.

Akademi Komunitas Blitar's Sugeng Wayhudi

Sugeng Wayhudi, Director of Akademi Komunitas Blitar, exemplifies how administrators facing such staffing constraints may benefit from the CCAP program. Sugeng oversees a staff of part-time instructors who support academic programs in information technology, multimedia and office administration. Sugeng convened a meeting with the faculty and staff at the AK in Blitar upon his return from Florida and shared the lessons he had learned during the CCAP program.

Flexible scheduling was one of the many topics addressed. Although AKs are not empowered to accept part-time enrollment, as this is understood in the United States, the AK in Blitar did try to incorporate some flexibility into its programs by offering morning and evening class sessions. Rather than set the times for each of these, the students and faculty in each session determine what times are most convenient for them to begin and end class. This allows students working full-time to pursue their studies without interfering with their work schedule.

The training Sugeng obtained in Florida also seems to have helped him and his staff strengthen their relationship with local government and industry. Perhaps as a consequence of this, all the recent 2014 graduates from this AK found employment in the area. In addition, Sugeng and his staff conducted an extensive



Sugeng Wayhudi, Director of Akademi Komunitas Blitar, at center, and some of his staff meet with Dr. Jeffrey Ayala Milligan.

analysis of local labor needs using existing national labor data and both quantitative and qualitative information provided by local government and business leaders. This information led them to draft a proposal to DIKTI explaining the need for new academic programs in accounting, hospitality, and animal product processing.

The AK in Blitar received a letter from DIKTI dated October 17, 2014, informing them that they had qualified to become an independent institution. They were waiting for full independence to be granted and their new proposed programs to be approved. Sugeng was conscious that some of the lessons he had learned in Florida had not yet been applied at his institution. However, he and his staff seemed interested in establishing a “campus learning center,” in the near future and exploring the possibility of offering online classes.

practices constitute serious barriers to making such a transition. For example, a “civil service” appointment is a coveted position. It is only granted to individuals who pass the civil service examination (Interestingly, its content has nothing to do with the individual's area of expertise or job but rather with national history, patriotism, etc. Thus it privileges a broad academic training, such as one receives from a university baccalaureate rather than the sort of training offered in the AK). It affords the appointee with job security and social status. However, the individuals from vocational high schools currently staffing the AKs are civil service employees of local governments. The permanent

staff of the AKs will be civil service employees of the national government. While it is technically possible for the current AK staff to apply for and receive civil service appointments in the new AKs, if they do they lose their seniority and place on the pay scale. While junior employees without significant accrued seniority in the local government might still find the move worthwhile, this practice constitutes a powerful disincentive the senior staff currently organizing the AKs to stay with the AKs.

As mentioned above, DIKTI has recently opened up applications for permanent instructional positions with

the AK, but these long-standing bureaucratic practices will likely ensure that applicants are fresh graduates of polytechnic universities with little or no real world practical or academic experience. This will make the goals of the AK all the more difficult to achieve.

Credibility with industry — Several administrators raised concerns about the credibility of AK training programs with local industry. They reported that most in industry still preferred the D4 or S1 (technical and academic equivalents to the baccalaureate) as an entry-level qualification for skilled employees. The AKs will likely have a short window of opportunity to demonstrate to local industry that they can indeed prepare D2 graduates with the knowledge and skills they require. If they cannot do so in the near term, graduates may not be able to find jobs and recruitment of new students will be difficult.

Working with industry — Current AK administrative and instructional staff have little if any experience working in industry or collaborating with industry to develop relevant training programs. Until very recently the Indonesian educational system has been highly centralized and top-down in its administrative processes. Thus most AK administrators and lecturers have little if any experience collaborating with local business and industry to develop and deliver relevant, up-to-date training programs. They will need to develop these skills and become much more entrepreneurial if they are going to close the credibility gap and realize their potential.

Jobs for graduates — The first batch of community academies established in 2012 are on the cusp of “independence” and have recently, or will soon, graduate their first students. So, the verdict is still out on whether and what kind of jobs their graduates get. It is still unclear whether there is enough value added by the AK programs of study to the knowledge and skills of their graduates to enable them to land jobs that they could not have gotten without that training. If graduates wind up with jobs that they could have gotten without the training then sustaining interest in the AKs for future students may be difficult. This issue may be particularly problematic in fields such as agriculture, fisheries, food services, etc. Perhaps training for entrepreneurship and small business development is a viable alternative for some AKs and students.

Bureaucracy vs flexibility — One of the hallmarks

of the U.S. community college system is flexibility. American community colleges are, arguably, the most responsive institutions in the U.S. educational system to the needs of their students and the communities they serve. This flexibility stands in stark contrast to an Indonesian educational system that—though it has made significant progress toward decentralization in the past decade—remains bureaucratic and hierarchical in many of its processes and, perhaps more importantly, in the mindset of its employees. The difficulties instructors face in switching jobs or students attending part time are examples of this. To its credit, DIKTI’s vision for the community academies recognizes that they will need to be as dynamic and nimble as the economic developments they are intended to serve. For the AKs to achieve this goal, however, policies will have to change, of course, but more importantly government employees—educators—will have to learn to think and work differently. This will require training, and practice.

Feedback on 2014 CCAP

Alumni of the 2014 CCAP with Indonesia were interviewed at each of the AKs visited. In almost every case the 2014 participants seem to have taken from the experience a greater sense of confidence and efficacy in their roles in their home community academies. Many have clearly emerged as leaders in their institutions. They all spoke in very positive terms about the 2014 CCAP and what they had learned.

Recommendations for 2015 CCAP

2014 CCAP alumni made quite consistent recommendations for improving the 2015 CCAP with Indonesia. Their recommendations include:

More job shadowing — This activity gave them a sense of the day-to-day work life of U.S. community college staff and an opportunity to get to know a U.S. counterpart. Participants uniformly found this activity very useful and strongly recommended that more opportunities for job shadowing should be built into the next year of the program.

Fewer visits to Florida community colleges — While 2014 participants found the visits to six Florida community colleges interesting, what they were seeing

from college to college became somewhat redundant. Also, the amount of travel involved became tiring. More time in fewer institutions seems to be the consensus recommendation.

Ensure that the 2015 participants are administrators who are in a position to make decisions about their institutions — While the 2014 cohort did include a number of AK senior administrators, many of the participants were selected primarily because they spoke English and not because they were central to the development of their institutions. They enjoyed the program and felt that they had benefited from it, but several did not feel that they were the right people to send.

Involve a representative or two from DIKTI through the whole six-week program — Apparently there was no follow-up from DIKTI, so participants felt they had no opportunity to share what they had learned up the administrative ladder.

More emphasis on collaboration with industry.

More emphasis on staff and faculty development.

More emphasis on learning to work with and evaluate students who may not be academically well-prepared.

Conclusions

Overall, the alumni of the 2014 CCAP with Indonesia spoke in very positive terms about their experience in Florida. They were delighted to host these follow-up visits and to have an opportunity to showcase their community academies and all that they have accomplished. They were pleased to know that the CCAP with Indonesia would be extended for another year and hoped for further opportunities to establish lasting relationships between their community academies and Florida State University, Santa Fe College and the other participating Florida community colleges.

Indonesia's community academy initiative is ambitious. Though much has been accomplished, much remains to be done to realize the government of Indonesia's vision for the community academies and

their role in promoting the economic and social development of the country. Based on the evidence of our interviews and observations, the Community College Administrator Program with Indonesia is making a modest but valuable contribution to that effort.