

An Overview of Sustainability in Nonformal Education Policy

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Abstract— This study reports on an overview of sustainability in nonformal education policy in Indonesia setting. A policy is set as a foundation to attain regularity in the development of a country. A policy is considered a success when it can be implemented by the targets of the policy itself, while a failure if the targets of the policy reject it and when its implementation finds many obstacles. Therefore, it is necessary to find out the main factors encouraging sustainable development of a policy in education sector, especially in nonformal education. This research employed a qualitative design and a case study method. The data were collected from 5 respondent in three areas in West Java, Indonesia. The results showed that factors supported to a policy success was economy value obtained by individuals and targeted institution of the policy. Meanwhile, obstacles found to inhibit sustainable development of a policy were attributed to firstly, discontinuity at rules set by central government to be further followed up by regional government and secondly, lack of engagement between institution and government in the implementation of the policy and short term implementation of the policy itself.

Keywords— sustainability, policy, nonformal education

I. INTRODUCTION

Policy that set by central or regional government is arranged to manage society and related interest parties to guide them toward potential direction in the implementation of development. In this case, understanding of policy applied by policy makers should meet significant principles both in the policy making and its socialization. Policy making process is so far often focused on content and process that involves many parties. [1] But in the proses policy making often represent individual or group representative as a process of interiority –a limiting, unconscious desire-production or mode of individual and collective thought that is founded upon State or enlightenment rationalities. [2] Despite this fact, a policy without knowledge of target on rules of application will bear no fruits. In this case, sustainable development of every policy is in need of consideration so that success for implementation can be defined. Sustainability, in this case, refers to a continuous cycle in the enactment of policy started from the step of arrangement, implementation and continuous evaluation involving many related and interest parties to achieve the best benefit. [3]

Therefore, it is necessary to find out supporting factors and obstacles found in the implementation of a policy as a

determinant aspect in goal achievement of the policy making. To limit the scope of the study, especially because policies of nonformal education are many, this research concerns the process of two nonformal education policies, including Function Transfer of *Sanggar Kegiatan Belajar (SKB) as *Satuan Pendidikan Sejenis (SPS) declare in PERMENDIKBUD No. 4/2016 and the enactment of rules regarding one early childhood education center in one rural area as an effort to increase early childhood education services within society.

Policy in nonformal education is initiated by the decree of Law Number 20 Year 2003 regarding National Education System and is strengthened by the issue of Government Ordinance Number 17 Year 2010 regarding Management and Implementation of Education. Like other types of education, rules and policies in nonformal education keep on steps of policy making process. Jann in [4] describe the chronology of a policy process onto agenda-setting, policy formulation, decision making, implementation, and evaluation (eventually leading to termination). Dunn [5] states that steps of policy making process comprise five phases, namely; 1) Phase of Agenda Arrangement where officers are chosen and appointed to place policy issues on public agenda; 2) Phase of Policy Formulation where officers formulate policy alternatives to overcome problems; 3) Phase of Policy Adoption where policy alternatives are chosen and adopted with the support of majority or institution consensus; 4) Phase of Policy Implementation; a policy has been taken and implemented by administrative units by mobilizing owned resources, particularly finance and humans; 5) Phase of Policy Evaluation where inspection and accountancy units evaluate whether policy making institutions have met requirements of policy making enactment and of implementation.



Fig. 1. Policy Making Process Law Number 12 Year 2011

Policy enacted by government has been summarized in Law Number 12 Year 2011. The Law states that the planning of a policy for central government is carried out in central prolegda, while that for province or city is done in province or city prolegda. All are carried out based on the levels. Prolegda refers to a program priority scale of law formation in order to realize national law system. Law number 12 Year 2011 discussed aspects related to policies and therefore it's making process can be described as follows. Planning stage determines contents that are of consideration in formulating a policy such as materials to be discussed in plenary meeting related to policy to make. The materials discussed in the process of policy making cover: 1) background and goal of policy making; 2) targets of the policy making; and 3) main idea, scope, or objects to regulate; and 4) extent and direction of regulation. Further, step of policy arrangement contains plenary meeting discussing various relevant aspects resulted in academic scripts. Those scripts refer to a policy study that have been formulated and are then proceeded to the next stage. Next is step of public piloting, defined as a situation where policy under study is tested to find out whether it aims the target or not and then allows the society to contribute to suggestions addressed to all related officers.

After testing and correction, the next stage is legalization. In this case, the policy that has been studied and corrected is then reviewed and discussed to see the changes made. Afterwards, it goes on into socialization step. This step is done by distributing letters/ invitations to all related components and is continued with the gathering of all targeted parties for the socialization of the new policy.

Identification process conducted to create a new policy is carried out by observing condition within society. A policy can be created in an urgent condition or what is known as discretion. This urgent condition refers to a situation where central and provincial government have not regulated authorities, yet, the condition in cities and regencies demands of those regulations, and thus the policy is born.

To create a policy, government forms a special team consisting of a group of experts from many different fields, reviewing the policy to make from legal aspects, from its applicability in the field, and from government rules. There is no ideal time used to create a policy since it has no relevance with feeling, but a thorough research.

Sustainability in Policy Making Process

The meaning of sustainable development has been developed based on a condition occurred in the recent world, as a consequence, it is hard to define on what constitutes a sustainable development. One of earlier definitions of sustainable development is stated by Brundtland Commission, stating that sustainable development refers to a development to fulfill ongoing needs without forgetting the ability of upcoming generations to fulfill their own needs [6]

Furthermore, there are three interrelated components in sustainable development including environment, society and economy, and the interrelation among those threes in the form of human prosperity. Definition of sustainable development is based on these two following statements. [7] Firstly, every unit

has functional capacity which rises up in the beginning but then decreases as the time goes by. It is in line with ontological pattern (life cycle) of development covering phases of power, climax, and back down. Secondly, every system has succession factor, enabling the system to maintain functional capacity through succession alternative cycle. Sustainability is certain level of maintenance of systemic function that unites feedback from natural cycle and succession through appropriate combination of units of functional capacity and succession time.

Therefore, sustainability can be considered as strengthening impeller to systemic function. In contrast, [8] in IAEA (2010) states that concept of sustainability constitutes the involvement of the following elements: 1) engagement, illustrating that there are involvements from many parties; 2) people, whether prosperity of each person is fulfilled or not; 3) environment, a unity with environment or surroundings in a long term becomes the focus of attention; 4) economy, to create a better condition for society economy; 5) traditional and non-market activities, two calculated and accepted aspects by local society; 6) institutional agreement and government, shown by regulation, incentives and program that guarantee sustainability; and 7) synthesis and continuing learning.

II. METHOD

The study used a case study method to reveal descriptive data on policy of non-formal education, especially on *SKB as a rule to be considered failed to socialize and a rule on one village one early childhood education center. The choice of these focuses was based on an assumption that the success rate is potentially high as referred to previous research. Respondents of the research were inspectors in districts and unit manager of PKBM (community based learning) in three areas covering West Bandung Regency, Municipality of Bandung, and Municipality of Cimahi. The data were collected by using interview to all inspectors and focused-group discussion to obtain information from all managers regarding the process of policy implementation. Information and data obtained were all qualitative data and perception by basing them on interview guidelines and structured focused-group discussion.

III. RESULT AND DISCUSSION

This research resulted in some following findings: All parties involved in the policy making process had enough knowledge to understand the change and to introduce new policy applied. All interest and related parties recognized the content of the policy and its changes.

A. Involvement of many interest parties

In the enactment of the policy on function transfer of *SKB to become *Satuan Pendidikan Nonformal Sejenis (SPS), there was no synergy between central and regional governments since in its implementation, education of *SKB was managed by municipality/regency level of government. Further, Respondent 5 (R5) stated that West Java government was reluctant to adopt this policy because the legal ground was not solid. In this case, they expected that Ministerial Regulation

can be used as the basis for strong and well-defined legal ground. However, in some areas outside of West Java, *SKB was already formed and became a unit of Nonformal Education, pertaining to the case, among these areas, there were many that refer the policy to mayor regulation, and even governor regulation. The involvement of Center Development of Early Childhood Education Society Education as partner institution to protect and develop *SKB institutions was limited only to the implementation of policy socialization, so that in the implementation, it is the institutions themselves that decide its continuity in years to come. Similar case also occurred to the policy of one early childhood education center in one rural area where there were many interest parties involved in it, yet no clear roles were established leading to overlapping problems. In this case, less involvement from many related parties has become restraining factors in the implementation of nonformal education policy.

B. Individual prosperity

Respondent 2 (R2) stated that policy of function transfer of SKB into Satuan Pendidikan Nonformal Sejenis (SPS) in relation to the change in city level gave no significant influence on every section performance due to no changes on the main job desks of every element of section in a unit of nonformal education. It was also in line with statement from R5 declaring that SKB as a unit is not much different from SKB as a Technical Implementation Unit, the difference lies on the nonexistence of eseloneering since the head of SKB is taken from tutors. Another benefit according to R5 was that the higher acceptance of the learners in each unit of nonformal education the higher the graduates of Nonformal education. Apart from it, R5 also revealed that viewed from financial aspect, it is much easier if the distribution is centralized so that better supervision can be realized. Regarding the policy of one early childhood education center in one rural area, Respondent 3 (R3) revealed that of two thousands Nonformal early childhood education tutors, only 280 of them got incentives, indicating that the policy has not yet covered all individual tutor prosperity.

C. Economy Value

The change of SKB involved the replacement of its head by the provision of additional tasks for tutors. Despite the fact, there is no clarity for the head of SKB in terms of position when the policy is completely implemented. What was worse is that not all areas, particularly in West Java supported the implementation of the policy of SKB function transfer since the implementation of nonformal education is managed by each area and thus the fund and financial supports depend on each area allocation management as well as on the closeness between the institutions and the center of development. Some areas receiving small fund of nonformal education implementation tend to agree with the policy aforementioned because the financial management is directly allocated by the central, giving more regular funding. Meanwhile, in the case of the policy on one early childhood education center in one rural area, R3 declared that assistance given to this program was just focused on the structure and infrastructure. R3 also added that learners are expected to be able to give additional values in the service of nonformal early childhood education in the society.

D. Institutional Aggrement and Government

R5 explained that the flow of policy making process is initiated by Directorate General of Early Childhood Education-Society Education, appointed by the Ministry of Education and Culture. Since the policy is to be applied in each autonomous area, Ministry of Education and Culture is in collaboration with Ministry of Internal Affairs to synchronize the program (transfer function of SKB into unit of Nonformal Education) with policies applied in the areas by means of audience, turning it into government regulation. When the policy has been thoroughly processed, regional government clarifies SKB to pass policy. Center for Development of Early Childhood Education and Society Education conducts socialization of the policy by coordinating with Technical Implementation Unit of SKB. The parties involved are provided with instruments containing responses of SKB regarding the policy of function transfer of SKB into unit of Nonformal Education. In this socialization event, Center for Development of Early Childhood Education-Society Education acts as a facilitator for Technical Implementation Unit of SKB to map out the strengths and weaknesses of the policy without pushing them to agree or to against the aforementioned policy, which eventually the Technical Implementation Unit of SKB will answer the approval/ disapproval. A policy is considered effective if institutions dutifully run the policy. After the policy is issued, the next step is its implementation. Several conducts done by Center for Development of Early Childhood Education and Society Education among others are providing guidance to Technical Implementation Unit of SKB in the proposal making process as well as audience (academic script) to each head of area. SKB of Cimahi itself has not yet implemented the policy since there is no approval from the City Government, Department of Education, in this case.

Despite this fact, nonformal education service is still running though it is different from the SKB as a unit in the future. In the implementation of Early Childhood Education policy, the program of SKB is still maintained so that qualified early childhood education can be attained. Related to this, R3 admitted that his parties have actively socialized the policy to at least one center of Early Childhood Education per regency with their funds and involvement of each institution. Accurate sources including Ministry of Education and Culture, Ministry for Rural Sector, Directorate General of Early Childhood Education- Society Education, socialization of the policy has been done more than five times in the forms of seminar, national working meeting, and visitation fostering program by the ministry, by mayor, and by activists of academia.

E. Syntesis and Continuing Learning

In terms of the implementation of Early Childhood Education Policy, supervision from government was still considered less. However, the program of one early childhood education center in one rural area is covered in the activity of Family Welfare Education included in community working group 2. Family Welfare Education keeps supervising and then reports to Technical Implementation Unit and is then followed by the reports to Education Department (Mayor). Education Primary Data also simplifies the centralized supervision, checking, and confirmation. However, there are still some

obstacles found during the implementation because internet has not yet widely covered all areas of Indonesia. The limitation of IT in each area has become one restraining aspect and the continuous upgrading system has sometimes made the organizer confused to fill out forms. By using education primary data central government did revision, though the follow-up for the policy has not yet realized. For the policy of function transfer of SKB, R5 stated that the obstacles found by center for development of Early Childhood Education-Society Education in the socialization of policy was to match the central government policy with regional regulation (regional autonomy) resulted in an unclear continuation of the policy in the future.

Continuing education is an implication from sustainable development that has been actively socialized since 1980. The focus of this sustainable development is on three pillars including economic growth, social development, and environment preservation. Those three pillars can be attained if good governance and good practice in the implementation of well sustainable development occurs. However, in its implementation, there are still some obstacles found. Those obstacles can be derived among others from society's unawareness on environment problems, helpless society, and low integrity as a part of society and of world citizen. Formal and Nonformal education intervention is needed, considering that the source of the problem in sustainable development mostly comes from humans factors either as civilians, bureaucrats, officers, businessmen, or law enforcers. Intervention is also required so that good governance and good practice in sustainable development can be attained. Qualified citizens are basic investment absolutely needed in the sustainable development. Therefore, integrated and continuous education has played a major role to realize it.

The goal of continuing education policy emphasizes on the expansion and basic education continuity as well as the preparation of learners to become members of society who are able to create interrelationship with social environment, culture, and surroundings and to develop further ability in the real working world or higher education.

Nonformal education as an institution upholds the principle of lifelong learning with long continuity with work scope in nonformal and informal education sectors. Nonformal Education is responsible for formulating policy of nonformal/informal education that will eventually contribute to the expansion of society learning access that are supplementary, complementary and substitutive in nature. The results above showed that in the process of nonformal education policy making, integrated policy making process started with policy planning to socialization process is required.



Fig. 2. Sustainable Policy Making

Diagram above demonstrates that to attain a policy that contains sustainable value in its implementation, society, related parties and government as policy makers need to be involved. The involvement of these three parties is conducted based on each side capacity and role. Government needs input on problems and needs occurred in the society through institution/ stake holder who has capacity in society empowerment. Government, in this case executive and legislative institutions arranges the policy to be socialized to the society by the assistance of relevant stakeholder/ institution. The goal of the policy is evaluated together with the relevant stakeholder to be followed up as rules and is then implemented by government authorities and down the line.

The implementation of policy (function transfer of SKB and one early childhood education center in one rural area) that has been socialized and carried out identifies supporting factors and obstacles in its implementation. The first supporting factor is economy value for individual and institution in function transfer of SKB since funding is much easier as it is directly given from government. However, economy value in relation to the policy of one early childhood center in one rural area has only been attained by institution but not yet by individual organizer or tutor. Secondly, institutional agreement and government for the program of one early childhood education center in one rural area has been initiated by the involvement of many interest parties in the implementation of Early Childhood Education in Indonesia. It is started from the lowest level in the village by involving working group of Family Welfare Education to the highest with the involvement of the ministries including the ministry of Education and Culture and the ministry of Rural sector in coordination with services of early childhood education in every rural area. Increasing budget for rural areas is in line with the subsidy for each rural area in the amount of one billion has pushed the government of rural area to allocate education fund for early childhood education in the area.

Despite the fact, obstacles found in the implementation of nonformal education policy are as follows. First, there is lack of engagement among interest parties involved from the passing to the implementation of the policy. It is shown by no follow ups from regional government (city/ regency) of what has been set by central government. In relation to the policy of Function Transfer of SKB, not all City/ Regency government

follows up the established rule since the legal ground is still not clear. Meanwhile, in the program of one early childhood education center in one rural area, there has not yet clear role for all parties involved so that control and monitoring functions in the attainment of the policy are still bias. Secondly, synthesis and continuing learning of both policies have no development pattern in the flow of passing policy. In its enactment, the policy cannot be analyzed its urgency of implementation and success to attain when it is implemented in the society. In the Function Transfer of SKB, all managers could not identify any significant change of structure in the institution since the policy of structure of SKB has been set in the level of regional government and thus it is its decision whether ready or not to implement the rules. In relation to the rule of one early childhood education center in one rural area, there has no clear boundary between Formal and Nonformal Early Childhood Education and it causes Nonformal Early childhood education to become an alternative, giving no certainty for manager and tutor as a long term effect in nonformal early childhood education service.

Note of translation:

SKB: Sanggar Kegiatan Belajar (literally translated: Studio of Learning Activity)

Satuan Pendidikan Sejenis (Literally translated: Unit of Homogeneous Education)

IV. CONCLUSION

The involvement of partner agencies were very helpful the central government to implement the policy. Cooperation with relevant agencies will also facilitate in the review of the policy socialization continuity, partner institutions as well as the party

held intense coordination between governmental and non-formal education providers who implement the policy. Coordination was conducted on the guidance of the implementation of the policy, the settlement of the problems encountered / impacts, as well as other technical matters in accordance with the social environment and some of the potential contained in the providers of non-formal education.

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