CHAPTER II

LITERATURE REVIEW

This chapter presents several theories about Previous Studies, Framework of Education Policy Analysis related with Characteristic of Policy Analysis Study and Discourse of Educational Policy Analysis, Deliberative Policy Analysis, Policy on National Education closely related to Educational Affairs in the Era of Local Autonomy, Policy Implementation of Educational Local Autonomy, and Formal & Non Formal Education. The next theories are Non Formal Education and Global Challenge, Governance in the Context of Non Formal Education, Then it is proceed with the theory of *Community-Based Education*, Business Enterpreneurs, and the last one is Conceptual Framework of Non Formal Education on the Basis of CBE

2.1. Previous Studies

Tohani (2011), ***Pendidikan Nonformal Dan Pengurangan Kemiskinan Di Pedesaan***: Non-formal education through life skills education has shown a positive contribution to poverty reduction in rural development efforts, although still requiring efforts to life skills education development. The research was conducted in Kulonprogo, and the District of Gunungkidul, with research and development approach on life skills education programs are being implemented in two districts e.i KWK Rabbits Livestock in Gunungkidul and KWD Hair Dressers in Kulonprogo. The results showed that: life skills education needs assessment in the two target groups were performed using the idea of life skills 4-H (head,

hands, heart, dan health) shows are not much different conditions, and based on the needs of the development, 4-H life skills education model developed with a focus on experience-based learning. Development of validated models show the results (output) is positive. Therefore, in the context of poverty reduction in 4-H PKH models should be developed more structured and integrative and guarantee all the life skills that are the focus of life skills development efforts to overcome poverty.

Anggorowati (2013), *Peranan Pusat Kegiatan Belajar Masyarakat (PKBM) Dalam Penyelenggaraan Pendidikan Nonformal Di Kota Surakarta* (Studi Kasus Di PKBM Ar-Ridho Kelurahan Semanggi Kecamatan Pasarkliwon Kota Surakarta): PKBM is a Non-Formal Education Provider Organization. PKBM Ar-Ridho role is to provide non-formal education to village Silir. The research problems are: 1) How is the role of PKBM Ar-Ridho in the provision of non-formal education? 2) What are the factors inhibiting PKBM Ar-Ridho in non-formal education? Departing from these problems, researchers used 5 PKBM function, namely: 1) container communities acquire a wide range of knowledge and skills 2) container exchange of information among the learners, 3) information centers and public libraries, 4) center for meeting all kinds of people, 5) center research community, especially in the development of non-formal education. Based on research that has been done, basically PKBM Ar-Ridho do well. PKBM Ar-Ridho plays well in its function as 1) a container communities acquire a wide range of knowledge and skills 2) container exchange of information among the learners, 3) information centers and public libraries, 4)

center for meeting all kinds of people, 5) research center community, especially in the development of non-formal education. However, because there are several barriers facing, making the role of PKBM be slightly less than the maximum. Obstacles that arise either from residents learn PKBM Ar-Ridho, from Ar-Ridho PKBM institutions themselves, and from the community.

Budiyono (2008), *Sistem Pendidikan Non Formal Pada Kawasan Kumuh Di Kecamatan Kemayoran Jakarta Pusat*: Education in Indonesia facing three major challenges the very fundamental, such as the economic crisis, the era of globalization and local autonomy. Because of this, then need to be adjustments and changes in national education system. Not with the conditions of a very complex, both are seen in terms of economic and social strata, especially the area of slums, formal and informal education to provide less satisfaction on the human needs of education will be needed. Community of slums area with all the drawbacks, the desire will enter non-formal education to become a major problem. This is because availability is not yet a non-formal education system in accordance with the conditions and characteristics of people in the slums area. Conclusion of this research that non-formal education system in the slums area in Kemayoran Central Jakarta District is a non-formal education system that is based on the socio-cultural environment. This means that the system of non-formal education program in the match with the social cultural environment, if non-formal education institutions located in urban communities, the program focused on a program that quickly impact the development of science and technology. Non-formal education system wich appropriate is based on the service, the

education system that aims to serve the community surrounding the program, goals, methods, execution time in accordance with the will, capability, characteristics and conditions.

Kaye (2011), *The Organization and Implementation of Community-Based Education Programs For Health Worker Training Institutions in Uganda:* Community-Based Education (CBE) is part of the training curriculum for most health workers in Uganda. Most programs have a stated purpose of strengthening clinical skills, medical knowledge, communication skills, community orientation of graduates, and encouragement of graduates to work in rural areas. The study was under taken to assess the scope and nature of community-based education for various health worker cadres in Uganda. The results: The CBE curriculum is implemented in the majority of health training institutions in Uganda. CBE is a core course in most health disciplines at various levels – certificate, diploma and degree and for a range of health professionals. The CBE curriculum is systematically planned and implemented with major similarities among institutions. Organization, delivery, managerial strategies, and evaluation methods are also largely similar. Strengths recognized included providing hands-on experience, knowledge and skills generation and the linking learners to the communities. Almost all CBE implementing institutions cited human resource, financial, and material constraints.

Intarat, Chanchalor, & Murphy (2017), **ICTs for Non-Formal Education in Rural Thailand:** Non-formal education (NFE) has a role to play in the education of marginalised groups such as out- of-school adults. NFE is based in

the discourse of lifelong learning with its agenda of economic growth and active citizenship. Information and communication technologies (ICTs) can potentially support NFE, but not enough is known about this potential. This study investigated ICT use in NFE in rural Thailand.

The research compared collaboration, content knowledge and satisfaction in a Career Education course (NFE) between students learning face-to-face (F2F) versus students learning F2F with desktop computers (F2F+DT). They compared the same variables in an English in Daily Life course between students learning F2F versus students learning F2F with mobile phones (F2F+M). Comparisons of the F2F and F2F+DT modes revealed no significant difference in content knowledge, in students' perceptions of collaboration or in satisfaction. Comparison of the F2F and F2F+M modes revealed content knowledge and satisfaction were higher for the F2F+M mode but there was no significant difference for collaboration. Comparisons of F2F+DT with F2F+M revealed no significant difference for content knowledge or for satisfaction. The F2F+M mode was significantly higher for perceptions of collaboration

Ngaka, Openjuru & Mazur (2012), ***Exploring Formal and Non-formal Education Practices for Integrated and Diverse Learning Environments in Uganda:*** Availability of and access to education is a fundamental human right. Recognizing and integrating the various forms of education is an essential strategic intervention necessary for achieving the goals of Education for All (EFA) in accordance with the principles of the World Declaration on EFA and Dakar Framework for Action for which partnerships are crucial. Although literacy

is not a panacea for solving all the problems facing communities globally, there is now no doubt that a literate population is more productive and empowered to make informed decisions to enjoy sustainable livelihoods than an illiterate population. It should be pointed out that non-formal education should not be assumed to be for non-literates only because it does accommodate literate people and contribute towards improving their livelihoods. Hence, the low status that people accord to non-formal education and minimal support to promote it by governmental and other actors constitute a great barrier for the majority of those who, if adequately prepared through non-formal education, would be able to meaningfully engage in different livelihood support activities initiated by government and civil society organizations (CSOs). Non Formal Education helps to advance the promotion of economic growth and enhancement of active citizenship among the people.

Abdullai & Sinani (2012), on ***Non-Formal Education As A Challenge To The Education Policy***: Macedonia has the potential for good governance, but should invest in social capital through non-formal education. For overcoming the social crisis and dealing with modern challenges good governance is essential. Life-long education requires permanent investment in the implementation of non-formal education programs, as an opportunity for all citizens in civil society. There is no conceptual framework and a strategy for non-formal education in R. of Macedonia. Non-formal education is situated in a very bad condition due to the lack of a complete legal framework, coordination and cooperation among social partners, as well as inappropriate transparency and accessibility of these kinds of

programs. One of the greatest promoters of non-formal education in Macedonia is the non-governmental sector assisted by foreign donations. There are youth NGOs which have the capacity, knowledge and experience to offer these kinds of programs. But the problem of coordination which causes duplication of the efforts in the NGO sector and unbalanced offers is more than evident. Another great problem of these NGOs is the accessibility of these programs to the general public. Most of the participants in the focus groups of the unemployed had no idea of the concept of non-formal education.

Non-formal education providers should ensure partnership not only with the decision-making structures, but also with authorities, educational institutions, the business sector and social partners, local organizations, research centers, etc. The system institutions, especially those in the field of education and labor and social policies should pay more attention and show readiness for greater support and recognition of the importance of non-formal education in order to reduce the unemployment rate in Macedonia. The situation in the field of non-formal education in the Rep ublic of Macedonia requires an urgent and suitable approach from the state through the establishment of cooperation between different governmental sectors, between the Government and other factors in the country, such as trade unions, economic chambers, employers, educational institutions, civic associations, etc.

Nyarko & Zumapkeh (2014), **Effects of Non-Formal Education on the Socio-Economic Development of Women in Nadowli District, Ghana:** Non-formal education programs are designed to provide people with knowledge and

skills to perform effectively in their developmental efforts in their communities. It is a process of bringing about change in the attitudes and behaviour of people. This study sought to determine the nature and outcome of non-formal educational programs in the Nadowli District of the Upper West Region of Ghana in relation to how women beneficiaries of the program acquired the relevant information, skills and attitudes and the impact the programme had made on their social and economic lives. The study found out that beneficiaries have become active participants in decision making in their communities as well as increasing their knowledge about trade practices, savings, literacy, taken better care of their children, managed their household better and gave premium to the education of their children to help them reduce poverty. The study further indicated that dialogue between beneficiaries and their husbands led to changes in attitudes and behaviours that greatly enhanced co-operation and harmony in many families. Self-esteem and confidence were necessary ingredients in the achievement of goals and ambitions in leadership among these women.

Nyarko & Zumapkeh (2013), **Non-Formal Education for Change: The Case of Nadowli Women in Ghana:** The effect of social change on women in Ghana is slow particularly among rural women. The rural woman is often marginalized, discriminated against and denied access to resources and education. In many instances, the cultural and traditional beliefs are used to justify or perpetuate these injustices. One area of tremendous change or revolutionary trend had been the use of education particularly non-formal education for development and skills acquisition. Today many rural women are asserting themselves and

being empowered through this process. This article is an extract from a study on rural women in Nadowli district of Upper West region of Ghana to find out how their participation in non-formal education programs had brought about positive socio-economic changes in their lives and families. It was found out that of the 180 women who were interviewed had benefited greatly from the programme in the areas of social, economic and political transformations. This has improved their self esteem, self confidence and leadership roles in the communities they live.

Ishaq, & Ali (2014). **Non-Formal Education and the Girl-Child in Northern Nigeria: Issues and Strategies:** Girl child education is highly upheld not only in Nigeria but in all parts of the world. This is because statistically, the bulk of the world illiterates are women, and this is also applicable to northern Nigeria, where 65 % of the children in school are boys, while majority of the girls are out of school. The research examines the factors affecting girls' education in northern Nigeria It also explores the benefits of the girls education to the society. It reviews international literature on the matter and relates it to the situation in northern Nigeria. It concludes that even though efforts were made by the various governments of the world and Nigeria in particular to ensure ample educational opportunities for all, yet, a gap still exists. Further more in the North; the situation undeniably affects generational upbringing and moral training. Based on this situation, seven suggestions were made for a collaborative move between the formal and the non-formal sector to eradicate illiteracy in the society.

Table 2.1 Matrix of Previous Studies

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
1	**Entoh Tohani** (2011): Non Formal Education and Poverty Reduction in Rural Areas	• Life-saving educational model • Characteristics of life needs on the target group	• Qualitative-Descriptive • interview, observation and quistionare	Life skills education needs assessment in the two target groups were performed using the idea of life skills 4-H (head, hands, heart, dan health) shows are not much different conditions, and based on the needs of the development, 4-H life skills education model developed with a focus on experience-based learning. Development of validated models show the results (output) is positive. Therefore, in the context of poverty reduction in 4-H PKH models should be developed more structured and integrative and guarantee all the life skills that are the focus of life skills development efforts to overcome poverty.	Although has the same research on non-formal education, and the reseach place not only in rural areas but the whole region of sumenep. Then this research is more deeply research on policy analysis, on the other hand the Tohani's research about poverty reduction in rural areas not covered one sample area, and is not about the entrepreneur-ship training activities to increase business entre-preneurs in the Sumenep Regency
2	**Nungki Anggorowati** (2013): The Role of PKBM In the Implementation of Non-formal Education in Surakarta (Case Study In PKBM Ar-Ridho Sub-	• The role of PKBM Ar-Ridho in the administration of non-formal education • Inhibiting factors at the PKBM Ar-Ridho in rising	• Descriptive-Qualitative • In-Depth interview, observation and docu-mentation	PKBM Ar-Ridho do 5 roles well. PKBM Ar-Ridho plays well in its function as 1) a container communities acquire a wide range of knowledge and skills 2) container exchange of information among the learners, 3) information centers and public libraries, 4) center for meeting all kinds of people, 5) research center community, especially in the development of non-formal education. However, because there are some barriers faced by PKBM Ar-Ridho which makes the role of PKBM be slightly less than the maximum.	The **Anggorowati's** research is researching about PKBM role on NFE implementation, Then this research is more deeply research on policy analysis. while this research is researching about the role of all stakeholder in the implementation of non

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
	District Semanggi Pasarkliwon Sub District Surakarta City):	non-formal education		Obstacles that arise either from residents learn PKBM Ar-Ridho, from Ar-Ridho PKBM institutions themselves, and from the community.	formal education activities to increase business entrepreneurs. In addition, more research forward of non formal education with perspective of CBE
3	**Budiyono** (2008): Non Formal Education System In Slum Area In Kemayoran Sub-district, Central Jakarta	The type of non-formal education system that suits the conditions and characteristics of the slum community	• Descriptive-Qualitative • In-Depth interview, observation and docu-mentation	The existing of Non-formal education system in the slums area of in kecamatan Kemayoran Central Jakarta is a non-formal education system that is based on the socio-cultural environment. This means that non-formal education system that has programs and activities adapted to the socio-cultural environment. If the non-formal education institutions are in urban communities, the program is directed at the affected areas of the rapid development of science and technology. Associated with lack of access to formal education, non-formal education is an ideal choice. But the type of non-formal education provided by the educational system in accordance with the conditions of local communities, non-formal education which is based on service	Although has the same research on non-formal education but research by Mr. Budiyono is researching on the Non Formal Education system in the slum areas as example on one district and not on one regency, while this research is policy analysis on NFE activities to increase business entrepre-neurs in the Sumenep Regency
4	**Dan Kaye et al**., (2011): The organization and implementation of community-based education programs for health worker training	curriculum for most health workers in Uganda in streng-thening clinical skills, medical knowledge, communication	quantitative and qualitative approaches .	The CBE curriculum is implemented in the majority of health training institutions in Uganda. CBE is a core course in most health disciplines at various levels – certificate, diploma and degree and for a range of health professionals. The CBE curriculum is systematically planned and implemented with major similarities among institutions. Organization, delivery, managerial strategies, and evaluation methods are also	The Research is similarly in the perspective of CBE but the differences in the objective of this research that belongs to Kaye focus on implementation CBE not implementation of policy. Also the object is health

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
	institutions in Uganda	skills, community orientation of graduates, and encouragement of graduates to work in rural areas		largely similar. Strengths recognized included providing hands-on experience, knowledge and skills generation and the linking learners to the communities. Almost all CBE implementing institutions cited human resource, financial, and material constraints.	worker training institute while the research is aimed to reduce the illiterates and unemployee communi-ties. And also this research is policy analysis on NFE activities to increase business entrepre-neurs. Besides that research using Quantitative and qualitative, while this research use qualitative descriptive
5	**Intarat, Chanchalor, & Murphy** (2017): ICTs for non-formal education in rural Thailand	compared collaboration, content knowledge and satisfaction in a Career Education course : a. between students learning face-to-face (F2F) versus students learning F2F with desktop computers (F2F+DT). b. between students	• quantitative (calculated by non-parametric statistical tools) • survey used descriptive statistics	Comparisons of the F2F and F2F+DT modes revealed no significant difference in content knowledge, in students' perceptions of collaboration or in satisfaction. Comparison of the F2F and F2F+M modes revealed content knowledge and satisfaction were higher for the F2F+M mode but there was no significant difference for collaboration. Comparisons of F2F+DT with F2F+M revealed no significant difference for content knowledge or for satisfaction. The F2F+M mode was significantly higher for perceptions of collaboration	The Intarat, Chanchalor, & Murphy's research compared collaboration, content know-ledge and satisfaction in a Career Education course (NFE) between students learning face-to-face (F2F) versus students learning F2F with desktop computers (F2F+DT). They compared the same variables in an English in Daily Life course between students learning F2F versus students learning F2F with mobile phones (F2F+M). On the

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
		learning F2F versus students learning F2F with mobile phones (F2F+M). c. Compare results between learning F2F+DT and F2F+M			other hand the focus is different in research belong to The Intarat, Chanchalor, & Murphy's is about ICT for NFE program rather than to increase business entrepreneurs and never discuss about comparing (F2F) versus F2F with mobile phone. While this research is policy analysis on NFE activities to increase business entrepreneur in Sumenep Regency based on community based education
6	**Willy Ngaka, George Openjuru & Robert E. Mazur** (2012) Exploring Formal and Non-formal Education Practices for Integrated and Diverse Learning Environments in Uganda	Opportunities for integrating formal and non-formal education in Uganda in ways that help learners acquire, build and maintain productive skills for sustainable livelihoods	Qualitative research design in which both primary and secondary data were collected using multiple methods	Integration of formal and non-formal education is shown as capable of promoting practice-oriented skills learning which can significantly improve Uganda's education system which is currently too theoretical for addressing people's real needs. Such integration can maximize rural people's participation levels in government's poverty reduction interventions and enhance their chances for creating wealth and attaining sustainable livelihoods. Challenges to be faced in bridging the gap between the two forms of education in Uganda are highlighted and the way forward suggested. Non-formal education should not be assumed to be for	Although similarly research-ing non-formal education but research by Mr Ngaka also examines formal education and Non-formal Education Practices for Integrated and Diverse Learning Environ-ments in Uganda. In addition Ngaka's research is also environmentally based, beside this research is about policy analysis on NFE

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
				non-literates only because it does accommodate literate people and contribute towards improving their livelihoods.	activities to increase business entrepre-neurs in the Sumenep Regency based on community based education
7	**Jonuz Abdullai & Luan Sinani** (2012): Non-Formal Education As A Challenge To The Education Policy in Republic of Macedonia	the impact of the type of education in mitigating the problem of unemployment in the so-called countries in transition, which requires the change of existing education policy.	• Survey • Comparati-ve approach	1. There is no conceptual framework and a strategy for non-formal education in R. of Macedonia. Non-formal education is situated in a very bad condition due to the lack of a complete legal framework, coordination and cooperation among social partners. 2. One of the greatest promoters of non-formal education in Macedonia is the non-governmental sector assisted by foreign donations. 3. The motivation of employers to send their employees to NFE and trainings is very low. There are no stimulation measures for that purpose. Most of the employers think that investment in education and training of their employees is a useless attempt and expense. 4. There is a perception that formal education contributes partially to the acquisition of those competences, skills and approaches that are necessary to remain competent and in line with the latest trends in the labor market. 5. The private sector employers have a need to hire people who not only have a formal education degree but also competences, skills and abilities in the field of non-formal education.	Jonuz's research is more about how to implement the existing NFE policy and this research is "Of Policy not For Policy"while this study still has no related policy. In addition jonuz research using comparative approach. In addition this research is about policy analysis on NFE activities to increase business entrepre-neurs while this study used study in sumenep regency.

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
				6. Individual skills acquired through trainings in non-formal education activities are not only related to the perspectives and opportunities for employment, but they also contribute to the development of human capacities and motivation for individual development which is necessary in a modern democratic society. 7. Non-formal education providers should ensure partnership not only with the decision-making structures, but also with authorities, educational institutions, the business sector and social partners, local organizations, research centers, etc.	
8	**Nyarko & Zumapkeh** (2014), Effects of NFE on the Socio-Economic Development of Women in Nadowli District, Ghana:	determine the nature and outcome of non-formal educational programmes in the Nadowli District of the Upper West Region of Ghana in relation to how women beneficiaries of the programme acquired the relevant information, skills and attitudes and the impact the	• Survey design • interview by multi-stage sample technique (sample of 160 learners were randomly selected from a population of 300 learners and interviewed) .	1. Illiteracy, marginalization and underdevelopment have a direct correlation with the poverty of women. This situation in turn, impacts negatively on the image, self-confidence, self-esteem and active participation of women in their socio-economic activities. 2. the beneficiaries have become active participants in decision making in their communities as well as increasing their knowledge about trade practices, savings, literacy, taken better care of their children, managed their household better and gave premium to the education of their children to help them reduce poverty. 3. The need to reverse this trend is both imperative and long over-due. NFE is a key player in addressing the problems of rural poverty, marginalization, gender-imbalance and gender	Mr Nyarko's research is more research into Effects of Non-Formal Education on the Socio-Economic while this research is researching to the policy analysis of non formal education. Besides Nyarko research object towards to women while this research objects is to society that haven't recieve formal education (both men and women).

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
		programme had made on their social and economic lives.		inequity. It is also an important instrument in boosting the image, self-esteem and confidence in rural people, especially women, thus enabling them to participate more actively in the national development effort. 4. Though the program focused on literacy, its primary objective was to reduce poverty and improve the lives of rural woman.	
9	**Nyarko & Zumapkeh** (2013), Non-Formal Education for Change: The Case of Nadowli Women in Ghana	Women partisipation in Nadowli Ghana in NFE programs had brought about positive socio-economic changes in their lives and families.	• interview, observation and quistionare • a multi-stage sampling technique	1. The 180 women who were interviewed had benefited greatly from the program in the areas of social, economic and political transformations. This has improved their self-esteem, self-confidence and leadership roles in the communities they live. The programme had empowered them in decision making at the household level and the community at large. 2. many participants now contributed more to help their husbands meet funeral expenditure, provide "chop money" or funding for their children's education or clothing.	Nyarko & Zumapkeh's research is about Women partisipation in Nadowli district of Ghana in NFE programs had brought about positive socio-economic changes in their lives whereas this research is more to study in sumenep regency. Besides, the research method used is using questionnaire while the research is using indepth interview and documents study. Also the research belong Nyarko focuss on case Nadowli women for NFE genereally while this research focuss on CBE perspective and the NFE is more specific.

No	Researcher and Research Title	Research Focusses	Research Method	Research Findings	Comparison with this Dissertation
10	**Ishaq, Abdulkarim & Ali, Mamman** (2014). Non-Formal Education and the Girl-Child in Northern Nigeria: Issues and Strategies	The factors affecting girls' education in northern Nigeria It also explores the benefits of the girls education to the society	• interview and obser-vation • Participato-ry strategy in the implemen-tation of the programme	increasing trend of illiteracy in the country which up to now is at 43.1%. A number which is very large to be neglected to illiteracy; this becomes necessary as decades were taken labouring in the formal sector towards securing girl-child education yet the result is not very encouraging. The Jordan experience could be good to share at this point, Jordon is a country in the Middle East, it had 67.6% of its populace in illiteracy in1961. They made a commitment to the international conventions (as Nigeria had) planned and stick to their plans and achieved reduction of illiteracy rate to 6.7% in 2011. It was obtained due to the kind of strategy used by the collaborative effort of both formal and the non- formal sector. Today the country hoped to achieve some level of reduction by 2015 and 0% illiteracy rate by 2020 (World Literacy Foundation, 2012). The popular Hausa adage "Hanu daya bata daukan jinka" (meaning one person cannot lift a roof to the top of a house) becomes relevant here. A call for partnership with the formal school system in the stride for widening the educational opportunities of girls by bringing not only education to their door step; but giving them what they need at their convenience time.	Ishaq's research is more to women and children while this researchis for unemployed society. It also explores the benefits of the girls education to the society while the research is targeted to the wider community to increase business entrepreneurs in the Sumenep Regency based on community based education. In addition research belong to ishaq focuss on issues and strategies while this research focuss on policy analysis

Source: By Author 2017

Although having similarities in Non-Formal Education study, Tohani's research (2011) is about a role of non formal education in poverty reduction in rural areas, as well as Budiyono's research (2008) wich did research on the Non Formal Education system in the slum areas as example on one sub district. The Anggorowati's research (2013) is researching about PKBM role in the implementation of Non-Formal Education.

While Kaye's research (2011) is similarly in the perspective of Community Based Education but the differences in the objective. belongs to Kaye's focus on implementation of Community Based Education programs for health worker training institutions in Uganda, besides Ngaka, Openjuru & Mazur (2012), exploring Formal and Non-formal Education Practices for Integrated and Diverse Learning Environments in Uganda, Abdullai & Sinani's research (2012) is discussing on Non-Formal Education as a Challenge to the Education Policy in Republic of Macedonia focused to the impact of the type of education in mitigating the problem of unemployment in the countries in transition, which requires the change of existing education policy.

Nyarko & Zumapkeh's research (2013) and (2014) emphasis on Effects of Non-Formal Education on the Socio-Economic development of women and about Women partisipation in Nadowli district of Ghana in NFE programs had brought about positive socio-economic changes in their lives. Also the research belong Nyarko & Zumapkeh focused on case Nadowli women for NFE generally. As well as Ishaq and Ali's research (2014) is more emphasis to women and children. It also explores the benefits of the girls education to the society.

The Intarat, Chanchalor, & Murphy's research (2017) compared collaboration, content know-ledge and satisfaction in a Career Education course (NFE) between students learning face-to-face (F2F) versus students learning F2F with desktop computers (F2F+DT). They compared the same variables in an English in Daily Life course between students learning F2F versus students learning F2F with mobile phones (F2F+M). On the other hand the focus is different in research belong to The Intarat, Chanchalor, & Murphy's is about ICT for NFE program rather than to increase business entrepreneurs and never discuss about comparing (F2F) versus F2F with mobile phone. While this research is policy analysis on NFE activities to increase business entrepreneur in Sumenep Regency based on Community Based Education

Research on Policy Analysis on Non-Formal Education to Increase Bussines Enterpreneurs on Community-Based Education perspective, It is the first research in Indonesia and has never been done before, so the researcher did not find a similar research. There are several research on non formal education in Indonesia but not found research on comunity based education to Increase Bussines Enterpreneurs. There are several research explains about how non-formal education implementation in some areas including cities or regencies in Indonesia that aims to reduce poverty and on the socio-economic development of woman.

Compared with previous research above, the uniqueness of this study compared to some of the studies above are: first, this study see the existence of Non Formal Education in Sumenep within the scope of the Education Department,

which received less attention than the formal education. Therefore it initiates the researcher to create a policy analysis on non-formal education to increase the number of business entrepereneurs and reduce the number of unemployed in Sumenep. Second, the study does not only focus specifically on policy and implementation of non-formal education conducted by the department of education of Sumenep Regency, but this also study discusses about the implementation of non-formal education undertaken by many parties, both from agencies / departments in other companies, NGOs, as well as by community leaders in order to increase the number of business entrepereneurs and reduce the number of unemployed in Sumenep. Third, this study emphasizes to deliberative policy analysis process on non-formal education to increase the number of business entrepereneurs and reduce the number of unemployed which consisted of factors Institution, Resources, Coordination, Curriculum, Finance, and Community Partisipation in depth. Fourth, this study finally insists on the policy model as a comprehensive solution to address the complexity of the problem of non-formal education policies to increase the number of business entrepreneurs and reduce the number of unemployed in Sumenep regency.

2.2. Framework of Educational Policy Analysis

It is need for public administration and educational administration scientists to understand the study of public policy. This interest is closely related to the role of educational administration scientists, not only as a formulator of qualified educational policy - when it was involved in the policy process (policy maker) - but more than that, scientists of educational administration are expected

to give a great role in giving the correction of various errors (inaccuracy) in the formulation of educational policies that have been produced by the government. Thus, educational policy studies will provide a strong foundation for someone who wants to develop the profession as an educational policy analyst. Educational policy analyst profession is an emerging field of study and be an opportunity for educational administration scientists.

2.2.1 Characteristic of Policy Analysis Study

The study of public policy, including the methods of policy analysis, has been among the most rapidly developing field in social sciences over the past several decades. Policy analysis emerged to both is better understood policymaking process and to supply policy decision makers with reliable policy-relevant knowledge about pressing economic and social problems. The development of public policy analysis first appeared as an American phenomenon. Subsequently, though, the specialization has been adopted in Canada and a growing number of European countries, the Netherlands and Britain being particularly important examples (Fischer, et.al., 2007)

The eagerness to develop public policy study, emerging from the change in public bureaucracy environment. Society's rational improvement as the result of successful socio-economic development has risen new challenges for public bureaucracy. One of them is higher demand on a better quality policy. This phenomenon has raised motivation to study public policy. The eagerness to realize local autonomy also generated the urgency of the change of local bureaucrat's

orientation and their ability improvement in formulating and planning development policies and programs.

Hence, the rise of the motivation on developing the study of public policy is indeed the interaction result of both changes, they are: the paradigm and the environment of state administration (Henry, 2004). The shift of paradigm and environment of state administration has urged experts and practitioners of public administration to question the relevance of theory and principles they developed in state administration. It gave huge contribution to the development of the study of public policy.

As stated before, a part of the study of public policy development was also stimulated by the change in bureaucracy environment. A higher rational of the society demanded the public bureaucrats on having a better ability in formulating government's policy (Dye, 1992). It was predicted before that there would be more complaints and criticism from various society's organizations toward government's policies. Those can be the indicator of people's dissatisfaction toward government's policies. A higher rational made the society able to value more critically government's policies. They will easily judge how serious the government thinking over their interest in the policy process.

Those complaints and criticisms of the society cannot be ignored by the government if they do not want to lose people's sympathy and their influence on them. The demand of a better quality of government's policy, that maximizes the benefits for the society, has made the government realize about the importance of improving its apparatus ability in formulating and planning the policy. It is

viewed from the large number of government apparatus who went to university to study more the theories of state administration in several universities in Indonesia. This phenomenon of course has contributed to the development of the study of public policy in Indonesia.

The term of policy, according to Friedrich (in Abdul Wahab, 2012) is an action that leads to the aim suggested by someone, a group or government in a certain environment related to the emergence of some obstacles and in search of opportunities to reach the destination or gain the goal expected.

According to Dye (1992), public policy is "whatever government choose to do or not to do". Along with that, Islamy (2000) stated that public policy is a series of actions determined and performed or not performed by the government having an objective or orientation toward a specific goal for the sake of the whole society. While Jenkins (1978) formulated public policy as a series of interconnected decisions made by a political actors in relevance to the chosen goal and methods to reach it in the situation in which those decisions are in the authority of those actors.

Rose (in Parsons, 2011) suggested some phases in the process of decision making, they are: public knowledge about the need of policies, the issue/topic is inserted in politic agenda, the government role in decision making, sources and obstacles, policy determination, the factors influencing government decision, the output, policy evaluation, and feedback.

Policy analysis is a procedure of thinking has long been known and done in human history. According to MacRae (1985), policy analysis is a discipline of

applied social science using the rational arguments and facts to explain, assess, and to solve the public problems. Furthermore, Suryadi and Tilaar (1994) assert that policy analysis is as a method or procedure in using of human understanding for policy problem solving.

Definition of policy analysis by Dunn (2003) is a discipline of applied social science that uses inquiry methods and multiple arguments to generate and utilize appropriate policy information in a process of political decision-making to solve policy problems. Based on the above definition there are four things that are contained in this definition:

1. As an applied social science: it means a tangible result of a science mission that was born from the movement of the professionalism of the social sciences.

2. Generate and utilize information: is a part of the policy analysis like collecting, processing, and data utilization in order to be a useful input for decision-makers.

3. Using the "inquiry method" and multiple argument: is the use of kinds of methods and techniques in the policiy analysis that are descriptive, prescriptive, quantitative, and qualitative method, dependent on the nature of the policy issues that were highlighted.

4. The decision of a political nature: is a process of utilization of information in the process of public policy making.

Furthermore, policy analysis is not merely conducting an analysis of data and information, but has to take into aspects related to the process of policy

making start from the analysis of the case, the collection of information, the determination of policy alternatives, up to the delivery of these alternatives to the decision makers (Johnson, 2009). The formulation of policy alternatives resulting from a process of policy analysis is not directly used as a policy. If the formulation of this policy has been supported by a force of authority, then the alternative policy itself will be transformed into a policy. So the procedure that can produce policy alternative is a rational process. While the policy itself is a political process.

Rational separation process with the political process in policy making less described the actual situation in the field. In fact, many found that the rational process in policy analysis is an integral part of the political process itself. The process of rational and empirical policy analysis is often used as the basic reason in a political struggle from interest one. On the other hand, the political process is a form of rational processes because the politic talks about the society interests.

In the literature of policy analysis, policy analysis approach basically involves two major parts, descriptive and normative approach (Cohn, 2007). Abdul Wahab (2012) adds, the approaches in policy analysis, are:

1. Descriptive Approach/ Positive Approach

A procedure how to explain a phenomenon that occurs in the community without the criteria; aims to put forward scientifically correct interpretation of the situation as it is (state of the art) of social phenomenon in order to obtain general agreement on an issue that is being highlighted. In other words, this approach emphasizes the interpretation of the phenomenon in question. In policy analysis,

this approach is intended to present information on what the decision makers, in order to understand the problems being highlighted of a policy. This approach is only part of the process of policy analysis in a rational dimension.

2. Normative Approach / prescriptive

Is an attempt to offer a norm, rule, recipes can be used to solve a problem. In policy analysis, this approach is intended to help decision-makers in the form of thinking about the most efficient procedure to solve the problem of public policy, usually in the form of policy alternatives as a result of the data analysis. This approach is only part of the process of policy analysis in a rational dimension.

3. Evaluative Approach

Explain the results of an activity / program by applying the criteria for the occurrence of such circumstances. The described symptoms are symptoms related with the value and measurement after being linked with pre-set criteria (Dunn, 2000). For example, increasing the quality of education is a symptom that is perceived after the measurement in relation to the criteria of the quality of education that is predetermined. In other words, this approach is more emphasis on measurement.

The difference of the three approaches is in using of criteria. Descriptive or positive approach intended to explain a phenomenon in a state of no criteria, while evaluative approach intended to apply the criteria for the occurrence of symptoms proficiency level. For example, increasing the quality of education is a phenomenon that is perceived after the measurement is held, in relation to the

criteria of the quality of education that is predetermined. Thus, the emphasis of evaluative approach emphasis on measurement, while the descriptive approach more emphasis on the interpretation of the relevant symptoms (Abdul Wahab, 2012).

The normative approach or often called prespective approach is an effort to offer a norm, rule, or recipes that can be used by the user to solve the problem. The purpose of this approach is to help the users of research results in selecting one of several most efficient options and procedures in handling and solving the problems.

Policy Analysis as a branch of applied social sciences also use a descriptive approach and a normative approach. Descriptive approach is intended to present information to decision-makers. The purpose of the descriptive approach in the analysis of policies is to make the decision-makers understand the problems being highlighted on a policy issue. The normative approach is used to help the decision makers in the form of thoughts on how the most efficient options in solving a problem of public policy (Fischer, Miller & Sidney, 2007.

In policy analysis, descriptive approach was also used to present the information required by the users, especially decision makers, as an input for the decision-making process, either in the form of a qualitative indicators or quantitative indicators in order the decision makers can make their own conclusions without the aid of policy analysis. From here, the decision-makers are expected to give a decision appropriate to the circumstances and the problem itself (Suharto, 2005). Even in urgent circumstances, decision makers are usually more

interested in the conclusions derived from information units. But policy analysts provide both, either in the form of units serving the information or the conclusions.

Normative approach in policy analysis is intended to assist the decision makers in giving an idea to solve a policy problem. The normative or prescriptive information is usually in the form of policy alternatives as a result of the data analysis. This information type is resulted from the rational methodology, either by theoretical arguments or data and information.

Descriptive and normative approach is only a part of the process of policy analysis in a rational dimension. Patton & Sawicki (1993); Stokey and Zekhouser (1978) state that the policy analysis includes only the rational dimension. Dunn (2003) argues that policy analysis covers all rational and political dimensions. However, as long as policy analysis also uses a normative approach, then all aspects related to decision-making is a subject that have to be studied in policy analysis. A public policy issues, such as education can be viewed as a multi-disciplinary, whether political, economic, social and cultural.

While the methodology of policy analysis is combining elements from various disciplines: political science, sociology, psychology, economics and philosophy. The policy analysis descriptive drawn from traditional disciplines (eg political science) which seek knowledge about the causes and effects of public policies. But, policy analysis is also a normative; the goal is to create and perform a critique of knowledge claims about the value of public policy for generations past, present, and future. Normative aspect of policy analysis is seen when we

realize that knowledge is relevant to the policy including the dynamics between dependent variables (goal) and independent variables (means) valuatifly (Abdul Wahab, 2012). Therefore, the choice of variables is often an election against the competing values, such as health, prosperity, security, peace, justice, equality, and freedom. Selecting and prioritizing one value above other values are not the determination of a purely technical nature, but also requires a decision that is both moral reasoning, as a form of ethics applied

Finally, policy analysis seeks to create knowledge can improve the efficiency of selection on various policy alternatives, such as policy alternatives in the provision of affordable health care, inexpensive education, redistribution of income to the poor, reduce racial discrimination and gender in employment, competition international economic and the achievement of military security.

The policy methodology as outlined above, aimed at creating, critically assess and communicatea relevant knowledge with the policy. In this case, knowledge refers to beliefs about something that is common sense can be justified, which is different from the belief of the certainly truth or the truth with a certain statistical probability.

What types of models for Policy Analysis? According to Stokey and Zeckhuaser (1978), the model is a representation of a situation, aspect, and process. The model is very important for public policy analysts who often make policy recommendations. Related to this model, Dunn (2003) describes a number of models of policy analysis that can be used as a reference: (1) descriptive model, (2) normative model, (3) verbal model, (4) symbolic model and (5) Precedural

Model. The explanation of William Dunn policy models can be explained as follows:

1. Descriptive Model

Descriptive model's goal is to explain or predict the causes and consequences of policy choices. Descriptive model is used to monitor the results of policy actions.

2. Normative Model

The goals of this model is not only to explain or predict, but it also gives the proposition and recommendations to optimize the achievement of some utility (value). Among some kind of normative which used by policy analysts are normative models that help to determine the optimum level of service capacity.

3. Verbal model

In using verbal model, analysts rely on assessment of reason to make predictions and offer a recommendation. Assessment of reason produces policy arguments, rather than in the form of values the exact figure. Verbal models are relatively easily communicated among experts and laymen, and low fees. While limitation of the verbal model is the problems used to provide predictions and recommendations are implicit or hidden, so difficult to understand and critically examine these arguments as a whole.

4. Symbolic Model

Symbolic models using mathematical symbols to describe the relationships among the key variables that are believed having characteristic of a problem. Prediction or the optimal solution obtained from models symbolically by

borrowing methods of mathematics, statistics and logic. Symbolic Model is difficult to communicate among common people, including policy makers. Weakness of symbolic model is the results not be easily interpreted.

5. Procedural Model

This model displays the dynamic relationship between the variables that are believed to be characteristic of a policy issue. Predictions and the optimal solution are obtained by simulating and researching a set of relationships that may be. The main difference of simbolic and procedural models is that the symbolic models using actual data to estimate the relationship between the variables of policies and the results, while the procedural models assume a relationship between these variables. Procedural model relatively high costs when compared with verbal and symbolic models, because needed to develop and run computer programs. The advantage of procedural models is allows the simulation and creative research, while the drawback of this model is often difficult to find data or arguments reinforcing the assumptions.

Policy analysis is applied social research that systematically arranged to determine the substance of the policy clearly about the issues addressed by the policy and the problems that may arise as a result of the policy implementation. The scope and methods of policy analysis are generally descriptive and factual about the causes and consequences of a policy (Dunn, 2003).

Policy research as far as possible look at various aspects of the policy in order to produce complete.information. Information on the issues addressed by the

policy and the problems arising from the implementation of the policy became a focus of policy analysis.

Danim (2005) stated that the process of policy research was in essence to bring recommendations for policy makers in the context of solving social problems. The research activities carried out to support policies. Danim clearly stated that outcomes of the policy research are resulting a recommendation be required in order to award for policy makers some solutions in social problems. Moreover, policy research needs to be understood as a form of support to the policy itself.

Recommendations resulting from the policy research process can be full support for the policy, criticism and suggestions regarding which parts of the policy that needs to be repaired, or it can also be a recommendation so the policy terminated. The plural characteristics of policy research comes from studies with human relationships. Policy research can not be separated from the conflict of interests and values are of human interaction.

Plural characteristics necessitate the research approach which is also plural, in the sense of a multi-perspective. The information which is formulated in the form of recommendations as a result to be achieved by the policy research, requires a holistic approach so that the information generated can also be a recommendation in accordance with existing conditions.

Policy analysis can be carried out with several forms. According to Dunn (2003), there are three forms of policy analysis, namely:

1. Prospective policy analysis

policy analysis that directs the studies on the consequences of the policy before the policy is applied. This model can be called a predictive model.

2. Retrospective policy analysis

policy analysis that carried out against the consequences of policy after a policy is implemented. This model is commonly referred to as evaluative models.

3. Integrative policy analysis

Integrative policy analysis is a combination between prospective policy analysis and retrospective policy analysis.

Prospective policy analysis has weakness because it only focused on the consequences of the policy before the policy is applied. Even with the retrospective policy analysis which only focuses on the consequences of the policy after the policy is applied. Then the policy analysis should use a form of integrative policy, a combination between prospective policy analysis and retrospective policy analysis.

Policy analysis is a social and political activity. Basically, an analyst is responsibles morally and intellectually on the quality of policy analysis which made. Only, a policy analyst goes beyond the usual decision-making techniques. Firstly, because the subject is related to the interests of a large number of citizens. Second, the process and the results of policy analysis always involves always involves a lot of professionals and stakeholders: that is generally done in a team involving many agencies. Clients typically are hierarchically superior organization, the observers can come from various sub-groups that have a

particular political support as well as opponents of the analysts made. That condition policy analysis activities, and makes quite difficult to determine the quality of the analysis.

Bardach & Patashnik (2015), made an approach referred to "Eightfold Path to More effective problem solving", providing a good referrals for policy analysts. This Eight Steps policy analysis is more artly than science. He requires a lot of intuition besides methods. Most beginners are more comfortable using many methods to work. Here are eight steps made by Bardach & Patashnik:

1. Define the Problem

   The first step is to define the problem, see what is decreasing or exceeding the limit. Then define evaluatively as to how things are

2. Assemble Some Evidence

   The second stage is the collection of information. Consider the information first before collecting the data. The evidence of information is very important in determining whether the decision taken is better than the others

3. Construct the Alternatives

   The third stage is to arrange several alternatives. This stage begins comprehensively and ends with a focus. Alternative thinking must be done regardless of what seems odd.

4. Select the Criteria

   The fourth stage is to determine the criteria. Establish evaluation criteria based on the achievement of results, not on alternatives. That is, in doing

the evaluation should be based on the causal relationship of how an alternative can affect a particular result

5. Project the Outcomes

The fifth stage is to estimate the outcome. Projection is derived from the model and information that has been summarized to determine whether the model created can adjust to the information obtained.

6. Confront the Trade-offs

The sixth stage is to deny an offer. Often in the implementation of an alternative, found some advantages offered. When there is no other offer, then the alternative is considered dominant.

7. Decide

The seventh stage is to make decisions. In decision-making, we recommend using the best alternative that has been made. The analyst must position himself as a determinant in this stage of decision making.

8. Tell Your Story

The eighth stage is to describe the narrative. The exposure and writing of the results of such thoughts are made into a coherent and logical flowchart as evidence of the process of formulating the results that have been done

Such measures should not be made exactly the sequence, but efforts to determine the problem is always the first step and tell the result has always been the final part of the process. The eighth step approach is more a reminder of the important tasks that must be performed by an analyst.

The troubleshooting process is a process of trial and error- a keep repeating process, so the analysis usually have to repeat these steps, sometimes more than once. The more we engage in the problem solving process, The more often the problem formulation changes, including built alternatives, evaluation criteria, and necessary evidence. With repetition analysts will be more confident that he is on the right track. The process is quite tiring but well worth it-if we like the challenge to explore, discover and create.

In real-life, policy issues always arise in the form of data detail: the form of the personality of the groups concerned, budgeting figures, the law and its interpretation, the bureaucracy, the behavior of the people and so on. Policy analysts must be able to use the concept of a proper analysis to examine its manifestation in the real world (Bardach & Patashnik, 2015).

Through The Eightfold Path, the evaluation method is done qualitatively. Stages given are very coherent, comprehensive and fundamental. In addition to being simple to understand, The Eightfold Path will generate more effort from analysts to make a deeper understanding of the implementation issues of the found policy. Although it is more likely to analyze social policies, the Eightfold Path stage is quite applicable for use in analyzing policies and can adapt to different types of policy issues.

As Judd & Randolph (2006) argues, through qualitative methods there will be a richer understanding of the social basics and behavioral dynamics that are accompanied by environmental change. The Eightfold Path has shown these principles in the stages of *Construct the Alternatives and Project the Outcomes.*

At both stages, alternative formulation and outcome estimates take into account external conditions, such as the existence of excessionality and the probability of worst events due to changes beyond prediction. Common data collection methods used in qualitative methods are in-depth interview and Focus Group Discussion (FGD). As in the Assemble Evidence stage of The Eightfold Path, information gathering must be comprehensive and in-depth. Through this way the resulting information is more descriptive and much more explanatory than just a numerical data.

Excess Methods Eight-step approach is intended to improving the processes. The public policy analysis is a complex activity. Very easy to get lost, spent a lot of time, and lead to demoralisation. Many analytical methods over trying to steer policy in order not to get lost. That's important, but the methods of these eight steps will help the analysis more efficiently with a minimum of confusion.

However, in addition to the advantages possessed by The Eightfold Path, the lack is owned by time efficiency. Since each stage allows for iteration, the time required to evaluate also becomes longer. This will affect the allocation of time in the implementation of policies or programs. Moreover when doing on-going evaluation, the old evaluation process will impact on the implementation of the next program. But in the end, the main function of policy analysis is the ability to play the fullest role, primarily in realigning the position of a problem; clarify a policy issues; and find a new alternative by involving themselves totally in the

process of creative thinking and imaginative, especially in the educational policy analysis.

2.2.2. Discourse of Educational Policy Analysis

Basically, the aspects of public policy analysis is very complex. First, in the implementation of the structure. The existing structure in the government system, often creates a conflict in policy implementation because there are differences in the interests on levels of government. Second, that not all government policies implemented by government agencies themselves, often government policies implemented by private organizations and individuals. Third, that the policies taken by the government will always have an effect on the lives of citizens.

In other words, public policy is a highly complex process, both analytical and political that has no beginning or end, and the limits of the process is generally uncertain. Sometimes a series of complex forces, called the policy making it produces an effect called policy (Lindbolm, 1986). To be able to implement the various policies that have been made by the government, it is an indispensable instrument to influence the rate of successful implementation of the various policies (Hogwood & Peters, 1984).

To understand the public policy more closely to the policy making process, Lindblom (1986) warned of the dangers that must be considered in making a rigid categorization or division in the process of establishing a policy. Nevertheless, it is logical for the policy analyst to look at a policy through the stages of formulation process in more depth how a policy may occur.

Stages of making policy agenda (agenda setting) is a very important first step in making policy. This stage is a key step that must be passed before a policy issue raised in the government's policy agenda and eventually became a policy. Without enter to the agenda setting first, a problem that exist and importance in the society, may not be appointed as a policy by the government (Ripley, 1986).

A problem not always be a public issue. A problem may be a public issue first, the issue has a wide impact; the second, involving many actors; and third, causing the same perception between actors. For example, because they do not have a cost, a student can not go to school. The problems faced by student is a private problem, but if the problems facing the education system, Fulan due to uneven distribution of educational and occur in many societies, the problem of uneven distribution of education became public problems.

There are a number of criteria to distinguish between public problems that exist. First, based on the actor of policy makers. Public issue is distinguished to procedural problems and substantive problems. Procedural problems related to how the issue prepared by the government, including operational and activities, and the determination in the hands of the government. Substantive problems are public issues related to the real result of the activities of the community, which is the determination of the issue in the hands of the public. Secondly, based on the originality of the issue. Public issues can be divided into domestic issues (such as education, transportation, taxes) and non-domestic (foreign problems) such as education liberalization in the WTO. Third, public affairs based on the number of people affected and the relationships between actors, which distinguished the

distributive problems such as public demand on fuel compensation program for education; regulatory problems is a matter that is able to bring a set of rules that restrict the activity of certain groups and let the other groups do, for example the issue of the circulation of textbooks based CBC; and redistributive problems concerning the issues that lead to the transfer policy and funding resources between groups or classes in society, for example, raises the issue of income compensation policy BBM funds for education.

There are differences in the policy agenda in term of the attention level given by the government to the problem raised into a policy issue as follows (Islamy, 2009). First, the systemic agenda are all issues that are generally regarded as the political community should gain public attention. This agenda is more abstract, general and less show alternative ways of solving the problem. Second, the government's agenda is a series of problems that expressly require active and serious consideration of policy makers. The agenda more concrete and has typical properties.

Systemic agenda often still require the lengthy stages - by consensus - to determine whether the problem is to obtain the same perception as a public issue. For example the discourse on decentralization of education in the district / city not in provincial government. Although this issue has been raised in the national discourse, but this issue has not yet obtained an agreement to be appointed as the government's policy agenda.

Although the government's agenda is based issues more concrete, but that does not mean that every issue on the agenda of the government shows the order

of priority policies to be implemented immediately. Often there is a problem that is on the government's agenda often only a pseudo issues (Hogwood & Peters, 1984: 44). These problems were included and discussed in the agenda of the government only to dampen volatility in society, or to satisfy the demands of certain groups are pressing the government, or by using the term problem will be accommodated by the government when facing a lot of pressure, which is certainly a preamble politics to relieve the feeling of pressure groups. For example is the demands of the cost of education in schools and colleges are affordable by all levels of society, not just among the haves.

For the purposes of this research, according to Haddad (1995), policy is defined functionally to mean: *An explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous decisions*. Policy analysis needs multiple steps and cycles and policy analyst must appreciate the dynamics of policy formulation before they can design implementation and evaluation procedures effectively (Udoji, 2001; Mazmanian & Sabatier, 1986).

Then, the notion of educatioal policy analysis - making the education sector grow and function more effectively - may implicitly suggest a well structured field of unambiguous issues, clearly defined objectives, mutually exclusive choices, undisputed causal relationships, predictable rationalities, and rational decision-makers (Haddad, 1995; Anderson, 1997). Accordingly, sector analysis has predominantly focused on the content - the 'what' of educational development: issues, policies, strategies, measures, outcomes, etc.

In contrast to this simplistic vision, educational planning is actually a series of untidy and overlapping episodes in which a variety of people and organizations with diversified perspectives are actively involved –technically, politically, and economically (Green, 1997; Haddad, 1995). It entails the processes through which issues are analyzed and policies are generated, implemented, assessed and redesigned. Accordingly, an analysis of the education sector implies an understanding of the education policy process itself – the 'how' and 'when' of educational development. The purpose of this section is to suggest a scheme or series of steps through which sound and workable policies can be formulated, and then, through effective planning, put into effect, evaluated and redesigned.

Although decision making is a crucial event in the policy process, clearly it is preceded by analytical and/or political activities (analysis, generation of options, bargaining, etc.) and followed by equally important planning activities (implementation, assessment, and possible redesign) (Grindle, 1980). A framework for education policy analysis that covers the pre-policy decision activities, the decision process itself, and the post-decision planning activities. This framework is not a description of actual activities, but rather a conceptual model to extract and specify those elements that can be detected and analyzed. It therefore should be broad enough to capture and integrate the intricate process of any policy making model, yet at the same time it should disaggregate the process into components to determine how they work and interact (Haddad, 1995).

This framework looks complicated because, inevitably, it is multifaceted and covers a wide range of processes. However, any attempt to restrict policy analysis to certain elements or to disregard one element results in an incomplete approach to policy analysis, and leads to the historical controversy of the rational vs. the political, or the bureaucratic vs. the organizational approaches in the literature and in public debate.

A policy change is normally a response to a problem or set of problems in the sector, and must, therefore, start with an appreciation of the educational sector and its context. In addition to the analysis of the sector itself, policy analysis should consider a number of aspects of the social context, including political, economic, demographic, cultural, and social issues which are likely to affect the decision making and even implementation processes of the education sector (Haddad, 1995).

An analysis of the above issues should take into consideration their evolutionary nature: how have issues in the development of the educational system changed over time? The meeting of one educational need or solution of one problem frequently creates another. For example, the expansion of the system and the provision of new facilities naturally lead to issues about the quality of the education provided and the capacity of the educational administration to handle a larger educational system. In addition, the analysis of education across time can sensitize one to the tendency for the system to oscillate between objectives which are somewhat incompatible. A historical and evolutionary perspective on the dynamics of policies across time allows the analyst a better sense of why a

particular policy is being advocated at the moment. By studying the past, one also learns the likely speed with which educational policies can be implemented (Haddad,1995:24).

An assessment of the present situation cannot be complete without evaluating the forces for or against change in the event that policy changes need to be made. Such an assessment has implications for the chances of success of different types of policies and for strategies that must be employed to promote and implement such policies. Nobel laureate North (1994) confesses that "there is no greater challenge facing today's social scientists than the development of a dynamic theory of social change". Meanwhile, he asserts that "individuals and organizations with bargaining power as a result of the institutional framework have a crucial stake in perpetuating the system". One key socio-political factor to analyze, therefore, is the presence and relative strength of interest groups.

In developing countries, it is impossible to specify what might be all the relevant interest groups but at minimum one can start with the providers of education, most notably, teachers, and the consumers, most notably, parents, students and employers. If the former are well organized - they often are - they can be a powerful force in supporting or opposing any educational change. Their interests are likely to be threatened if the educational change results in some challenge to their status or prerogatives. The consumers can also be powerful, but are generally fragmented. They may be divided into different cultural or occupational, or socio-economic groups. Frequently, these will have quite different interests in both the quantity and quality of education. Consumer groups

most closely connected with either political policy-makers or decisionmakers within the education system will be able to exert disproportionate influence. In addition, consumers who can organize themselves into forceful street demonstrations, as have some university students, can effect policy changes very favourable to themselves. Therefore, policy planners need to identify interest groups and assess their openness to reform. For those interest groups identified as anti-reform , planners need to determine how well organized they are, how much power they have in society, and how willing they are to exercise their power (Ladson & Tate, 2006).

A separate interest group comprises the officials who administer an education system. Studies suggest that bureaucrats find it in their self-interest to maintain a moderate expansion of the educational system. They tend also to value whatever configuration of education is current and to resist policies that would alter it. Therefore, one important element in policy analysis is to understand what the self-interests of the educational bureaucrats are and to recognize that these are not necessarily identical with those of the teachers, other educational professionals or consumers. Finally, the pressure to see change happen can come from individuals or groups outside the education sector or from external actors, both individual experts and development agencies.

In the education sector, policy analysis is a process that can produce technical information as one of the inputs for the formulation of several alternative policies supported by technical information. The technical information

is a statement of inductive truth supported by empirical truth as a result of a data analysis series.

Educational policy which understood as a provision or rule that was made by personal or group as a basis and reference for educational praxis is very complex. It's not only needs to be understood and implemented, but also need to be analyzed, reviewed, assessed, evaluated and developed further. Why should educational policy has been analyzed and evaluated? Facts on the ground and historical experience, so far has shown that the implementation of the educational policy is not only fruitful change for the better, but also often have negative implications on society. Some education policy in Indonesia which are analyzed and evaluated due to negative implications include (1) international school (RSBI) and (2) of the National Examination (UN) (Darmaningtyas & Subkhan, 2012). In addition, analysis to assess and evaluate educational policies also made an attempt on the part of the framers and implementers to see how far the consistency of implementation, including also see there a problem occurring in the implementation of the education policy.

Furthermore, educational policy must be seen as a multidimensional and up to the base of the paradigm, the implications of social, cultural, political, economic, psychological and others. The basic of educational policy has ideological-philosophical-theoretical and on the other hand he occupies the socio-cultural context clear. Trowler (2003: 176-193) suggests two models of educational research approaches in relation to educational policy, (1) engineering model and (2) a model of enlightenment. In the discourse of social movements,

the first model is often referred to as social engineering approach, while the second model is closed to critically nuance.

Based on the concept, we can see the basic of ontology and epistemology of engineering model is the positivism paradigm, on the other side of the base model of enlightenment paradigm is interpretive and critical. Engineering models provide information to policy makers in the form of a fact that occurred in the field and at the same solution, while the enlightenmen model is giving enlighten and challenges to policy makers regarding understanding of education issues and reframe the problematic in education. Trowler (2003: 177) explains that engineering approaches adopt the principles, values, and procedures for scientific that prioritizes proper and tightness rigourous in retrieving the data, analyze it, and present it as a base material in the decisions of policy education. This model is in accordance with the policy making mechanism that is rational, top-down and prescriptive

In other words, research on educational policy that uses engineering model and scientific with positivistic paradigm, as well as the approach is quantitative. In the Indonesian context, this approach is predominantly used by both government and academia in analyzing education policies. Trowler (2003: 179-181) suggested five (5) weakness of this model:

   a. The research topics more follow the trend of publications, academic, and on the demand from financiers.

   b. The language used is relatively jargonistic. Not grounded and not easily understood by policy makers and other parties.

c. The politicians suspect many researchers as the parties have an interest lobby on certain matters.

d. The quality of research was not too good when viewed scientifically.

e. The fact that the micro-political ideology in the policy formulation is more important rather than a rational consideration of the evaluation results and other research.

When the data, facts, and sample information is analyzed, concluded, and also formulated a solution of the education policy in the field, the solution is to be a recipe that will be considered to address the problems of the implementation of the education policy in all areas, not only in the area which has become a grab sample of the research data. Whereas the facts and issues as well as cause problems in other areas may be different from what occurred in the area of the sample. Thus, one recipe for all problems in all places, because it is assumed the same problem and why the same.

This is an internal problem in the engineering model that uses the principles of scientific and positivistic paradigm in education policy research, the generalization of facts and the assumption that the sample accurately represents the population. Additionally, when the results of this study reached to the hands of policy makers, it does not mean immediately executed the recipes and solutions. There are considerations of ideological, political, ethical, economic, cultural or pragmatic, often more decisive than the results of academic research for specific policy decisions.

Weakness of the engineering models covered by the enlightenment model like action research (Trowler, 2003: 184). Enlightenment Model understand that the facts occurred somewhere not the same as what happened in other places, causes a problem in a place unlike anywhere else although the problem could be the same. Therefore, the conclusions and recommendations to address the problems in the implementation of education policies in one area may be different than the solutive recommendation to other areas. Even on the type of action research, process and the solutive action, have to address the problem, do not wait for those who have centralized authority (the central government, Kemendikbud).

Thus, the enlightenment model does not escape in the activities of the social context that surrounds it and shape. An educational policy implemented in a particular social context, so there are many possibilities and potential interplay between educational policy and the social context in implementing an education policy. Solutive formulated recommendations directed to change radically from the perspective to practical implementation. In the context of Indonesia, the pros and cons of the National Examination, the recommendations made by the group who approach social studies critical is to abolish the National Exam, not fixing mechanism and technical-methodological, as performed by the Kemdikbud and supporters (Ridlo [ed.], 2007; Arifin, 2012).

This type of research also make a point a political struggle, ideological and discourse in the formulation of educational policy. As a suggestions and recommendations, few paradigmatic perspective of socio-humanities research can be used to make a research in educational policy with critical perspective, which

in the Trowler's view included in the enlightenment model research. Some of them are: critical discourse analysis (CDA), ethnography and action research . Characteristic of critical social research is not just reviewing a case to the ideological roots, but also to the formulation and conduct real action to change it. These characteristics are very strong, especially on the type of action research, while the CDA is thicker on the ideology criticism (Frydaki & Katsarou, 2013; Breeze, 2011).

So we can say, in educational policy analysis in addition to generating some policy alternatives with related to policy issues that were highlighted, is also intended to test whether is a policy idea realistic. To obtain policy proposals are tested, it must be based also on the analysis of economic, political, sociological / socio-cultural, and administrative, so that every idea can be implemented according to the renewal of the existing objective conditions.

From exposure to the above, to produce an alternative policy on comprehensive education, necessary an openness of public space to be able to contribute and public participation in decision-making. Decision-making can only be done through consultation and consensus to obtain the expected meeting point (deliberative model).

With the strengthening of democratic governance, the process of public policy increasingly require the involvement of actors outside the state. The demands for better quality policy, more reminds us that the public policy process should involve actors wider outside actors in the executive and legislative branches as they may have information, experience, and tacid knowledge better

than actors during this time has a legitimate authority. Human rationality and human capacity is very limited to produce information in decision-making, so it's also limited by itself anyway. The learner's of public administration science need to make the public policy process becomes more open and involving multi-stakeholders wider. The more competent stakeholders are represented in the public policy process, make policy rationality will be the better.

2.3. Deliberative Policy Analysis

The deliberative model emphasizes the importance of the "difference" in understanding politics in general and the policy process in particular, because the society culturally more increasingly complex and every social relationship is framed by a particular meaning structure. The policy change is due to the change in discourse that organize the normal pattern of social relations, so the key of policy changes are structural meaning discourse (grand narative), and not because the actor. "Dictation" the behavior can be structured by discourse meaning of those involved. Policy recommendations could be different due to the different core of his discourse. According Foucault (1994), discourse is defined as a system of thought.

Deliberative model generates an argumentative approach that focuses on the study of how language shapes the way we interpret the world. This approach is based on the view of the Post-Structuralist like Foucault, Habermas, and others to explain how the policy arguments are selected and shaped by power relations. This approach involves the exploration policy discourse to construct arguments that shape policy frame which contains the problems and solutions. The starting

point for understanding this approach is that the language used to discuss policies and Its Problems are not neutral (Kurniawati, 2013). Therefore, to understand how the "problem" is defined then it should also be understood the process of preparing his discourse, that is what happens when the issue was made in a particular language or discourse.

In the model of discursive-deliberative, policy analysis usually will be done in a participatory model with the three conditions: First, when a policy issue related to citizen action and felt that the satisfactory solution would be obtained if the acquisition and mobilization on citizen's knowledge of they local and local condition. Second, when the policy issues have a strong ethical component. In this kind of issues, analysts do not have special knowledge more superior than the ordinary citizens. Third, when the analysts have widely fragmented opinion on the same issue.

The actors involved are whoever will be affected if a policy or public program is run. It can be done through a series of public forums that bring together all the actors who represent the stakeholders in a particular public issue which seeks sought to solve. Rules of rational discourse developed by Habermas can be used to evaluate how the forum runs. Meanwhile, understanding the difference between communicative action with strategic actions can be used as a guide to keep the forum running on deliberative path, which was delivered with communicative action passion to get a consensus.

On the other hand, analysts also have to put himself on an equal footing with other participants. Communication practices and their own arguments are

also not immune from the collective critics. Participants can pass judgment on whether the analyst interpretation of public debate following the recommendations recommends quite valid and representative (Hoppe, 1999:25). Analysts also need to develop professional skills in the art of listening, approaching the target group with respect, avoiding arrogance of experts, and creating an initiation and implementation of an enlightening debate for all parties (Hoppe, 1999:20).

Analyst role is to serve and support the policy recommendations generated by the participants themselves. In its commitment to gather citizens together to dialogue on public issues and democratization of public policy making, deliberative policy analysis put citizens as citizens and not the other, whether the client as prescribed by the doctrine of reinventing government, and not also as a consumer as a analyst favorite supporters of the free market. This is all in line with the principles of deliberative democracy and for this reason that the critical policy analysis is closely allied with the participatory policy analysis, because the critical policy analysis itself is a proponent of deliberative democracy (Hoppe, 1999).

In essence, every public policies made by the government should be a public option into users (be beficiaries). Thus, public policy formulation process involves the public through interest groups. In general, this concept is most democratic public policy analysis, because it gives a wide space to public to contribute their options for the government before making a decision. A thought base on John Locke idea said that the government is an institution that emerged from the social contract between individual members of the community.

Although ideal in the context of democracy and social contract, the model of public policy analysis has a fundamental weakness in the reality of the interaction itself because of the interaction will be limited to the public have access, and on the other hand, there is a tendency from the government to satisfy their constituents rather than the public at large. We often see public policy as if be fair, but when examined, only give benefits to small number of people or groups. For example, the concept of free trade is fair concept, but the justice will disappear when applied in the presence of the gap between the small percentage of people who are competent and are far from competent. Other example is making the highway, but which having a car is only 10% of the population and 90% of them on motorcycles, bicycling, and walking. This model is appropriate, but there are own *ceteris paribus*, when it reached the condition of equality among the people.

To ensure that public policy is a decision of a public option, necessary decisions making involving society at large, as is done in rural communities or small towns with limited population, which makes it possible to perform direct public representation. This model is also known as the Deliberative policy Model (Hajer and Wagenaar, 2003) model of "networking" (Anderson, 2011), "collaborative" (Innez & Booher, 2004), "argumentative" (Fischer & Forester, 1993), or "discursive" (Fischer, 2003). Deliberative model or "deliberation" in the formulation of policies can be seen in the model of deliberative policy analysis with policy analysis before. Deliberative policy is formulated through an intensive discussion process between the government and citizens. In essence, every policy

formula should be communicated and involve all elements and citizens who will bear the consequences of a policy. Without the public, the policy process will less efficiently. Deliberative policies are tied to good-governance elements include: Accountable, transparent, responsive, equitable, inclusif, effective, follow the rule of law, participatory, consensus oriented. As noted earlier, this model was developed by Hajer and Wagenaar (2003) who developed the concept of Fischer and Forester, author of The Argumentative Turn in Policy Analysis and Planning (1993). Fischer (2003) gives the term discursive policy making because they see the policy formulation process as a process of mutual interaction to make the construction of understanding of a reality, or also make the construction of reality itself (Fischer. 2003: viii). The process of deliberative public policy analysis is very different from the technocratic models for the role of policy analysts "only" as a facilitator so that people find their own policy decisions on his own. The government's role here is as legalisator rather than "public purpose". While the role of policy analyst is as a processor of public dialogue process in order to generate the good public decisions/policy.

While Miller (1991), reported the results of his study that the practice of deliberation can be either in the form of collaborative citizen dialogue, critical discussion, and forms a critical policy-making. He informs the result that the practice of deliberative policy-making is not always able to obtain the results as a general willingness of political parties. The results of this study also show that citizens who actively participate in critical policy-making, stronger influence than

the citizens who only think and give a choice or a voice to a problem and can achieve higher positions and specific to the situation.

In addition, Miller (1991) adds that deliberative policy-making face-to-face is able to make the confidence to citizens more conflict in their ability to participate in the policy-making process at the time and the next time. What reminds us to find an appropriate choice for a policy is positive evaluation from the citizens on the personal competence in deliberative situation. It can lead to widespread efforts to improve internal politics, and behavioral political change occur cause the deliberations process.

Deliberative democracy in practice is different from the conception of representation in the practice of democracy, which emphasizes the representation, strict representative election procedures, and the term of the majority and minority. In deliberative democracy, discussion/deliberation between citizens and government to find the best way to solve a problem, be very important procession. Through public consultation, the relationship between citizens and government developed into a closer relationship, parallel and mutually need each other. The deliberative practice prioritize the using of decision-making procedures that emphasize on deliberation and excavation problems through dialogue and exchange of experience between the parties and citizens. The goal is to achieve consensus based discussion output by considering various criteria. The involvement of citizens is the core of deliberative practice (Fishkin, 2009).

The practice of deliberative democracy prioritize on cooperation between the idea and the inter-party (Klijn & Koppenjan, 2000), whereas the keyword of

representative democracy is the competition between ideas and inter-group. If representative democracy is characterized by political competition, victories, and defeats of the party, deliberative democracy or democratic deliberation emphasize the argument, dialogue, mutual respect, and try to reach common ground and consensus. Direct democracy rely on elections, representation system (delegation of authority and power), and political elite, while deliberative democracy emphasize on participation and direct involvement of citizens (Fishkin, 2009). The procession of deliberative practices will be generated performance of formation and implementation of a policy can be requested the accountability appropriately by citizens.

In this Deliberative Policy Analysis model (Hajer and Wagenaar, 2003), the resulting decisions, not from the results of individual or group decisions. However, decisions are made on the basis of the desire or agreement together from all members of the group without any discrimination. Decisions taken are not a fixed price but are flexible, open for correction or repair depending on the needs and desires of the members. So the decisions taken are justice and togetherness. So the common thread of the deliberative theory is a process of deliberation in the formulation of decisions that are flexible, open based on the principle of togetherness and justice.

But the weakness of the process of Deliberative policy Analysis Model by Hajer and Wagenaar (2003), the role of policy analysis is "only" as a facilitator in order for the public to find its own policy decisions on itself. It deliberative model still comes from the government's proposal and still guided from above by the

government, not purely the people will from below (top down approach not bottom up approach). The role of government here as a legalistator of public will, while the role of analysts as processors of public dialogue processes in order to generate public decisions to be made a public policy.

2.4. Policy on National Education

There is a peculiar irony to educational reform, the existence of which lends insight into the nature of the scale-up problem. As implied above, pockets of good educational practice can be found almost anywhere, signifying that good education is not a matter of esoteric knowledge. Be it the result of innovative teachers, the elite status of some parents, maverick principals, or progressive communities, localized pockets of effective educational innovation can be found throughout the world, often in poor material circumstances.

Nevertheless, good educational practice cannot be found everywhere. The incidence of usage of the available knowledge, and the rate of spread of effective practices, is grievously low. Moreover, educational innovations often have a short shelf-life. Either the innovative teacher leaves the system, the enlightened principal gets burned out, or the progressive community simply loses interest after finding no resonance of support within the bureaucracy. Reformers frequently assume that the problem is one of insufficient information or a lack of knowledge. Others are of the opinion that inadequate funding is the binding constraint, but most of the evidence implies that education systems throughout the world could do a great deal more with the resources they already have (Crouch and Healey, 1997).

Accordingly, most school reform initiatives are, in one sense or another, "demonstration" projects that are designed to generate concrete information about good educational and pedagogical practice. And in fact, these pilot project often do provide models of what schools and school districts need to do. However, the "information assumption " on which most of this activity is based is contradicted by the following realities: (1) one often finds good practice in locales that are quite distant from various information centers—one can find effective schools run by principals who have not read the latest school reform literature; (2) demonstration projects frequently regress; and (3) as noted earlier, one can regularly find effective schools just a few miles away from rather dysfunctional ones, and, worse yet, most everyone in the neighborhoods involved knows about it (Crouch and Healey, 1997).

A number of lessons which suggest that there are some fundamental features of reform. For example, we maintain that reform should, ideally, be approached systemically. The numerous aspects of an education system relate to each other variously. Changes in some areas of the education system have impacts that ripple through certain other facets of the system. Other changes require commensurate transformations to take place elsewhere in the system. The fact is, that an education system is just that—a system. Accordingly, reform should not be approached in a piecemeal fashion, lest the effort dissipate.

Reform should also be demand-driven (Healey and DeStefano, 1997). The people most affected by reform not only should want change, but also must want to change. Moreover, they should attach themselves to a particular vision of

reform. This being the case, if neither the demand nor the vision for reform exists, efforts need to be undertaken to generate them.

The argument that reform should be demand-driven strongly suggests that the specific "answers" that constitute reform should be homegrown. Local answers not only address specific educational needs and aspirations, but also engender a sense of ownership that enhances the overall implementability of reform. Significant parent and public engagement is essential. Clearly, if reform is about deriving local answers, widespread participation among stakeholders is a requirement. Teachers, parents, and students should all take part in the design, development, and implementation of solutions aimed at improving their specific educational situation. Accordingly, school-based decision making would appear to be essential.

Healey and DeStefano (1997) enhance, to ensure that this plurality of local answers comprises nationwide mosaics, the system needs to establish standards that are at once broad and clear, outcome metrics that are both understandable and an environment of accountability for results. To this end, market forces need to be introduced to the system. Educational consumers need to be able to choose among schools for purposes of improving both the quality and relevance of the services offered. Implicit here is the need for restructuring, and with that, the creation of new working relationships such that the education system supports children learning, as opposed to supporting bureaucratic interests and political whim.

To reach for it, there are no magic bullets. Because knowledge is imperfect, and because people's educational needs and aspirations vary both in time and in space, answers must be continually pursued. Moreover, success will require thoughtful and coherent combinations of strategies and interventions (Greller and Drachsler, 2012).

The reform arena is cluttered with reform wares: networks, initiatives, projects, and models. Some are good, some bad, but each vendor has something to sell, and therefore they all have an interest that is not necessarily aligned with that of the children. Needed are the mechanisms through which local consumers (i.e., schools, teachers, parents) can assess the quality and relevance of each product, and the means by which they can piece together a program that best addresses their educational needs and aspirations.

Finally, it is evident by now that reform will not take place on its own accord. Demand has to be generated, learning has to be facilitated, endogenous answers have to be obtained, institutions have to be built, technical capacity has to be transferred, information has to be gathered, and political-economic strategies have to be pursued. Succinctly put, reform must be facilitated—by agents of change working together to effect reform's various processes (Greller and Drachsler, 2012). Speak of the need for a reform support infrastructure, or loosely organized entities working together to make ongoing reform happen.

In dealing with science and technology development and its implication toward educational development in the future, Indonesian government has set the

objectives of national education constitutionally based on constitution number 20 of 2003 about National Educational System.

Basically, National Educational System positioned the students as human created by God with all their nature and obligation to lead dignified life development to create virtuous and noble human. Therefore, education is an effort to empower the students to rise becoming perfect human being that uphold and grasp firmly religious norms in daily life, as God's creature – both individually and socially.

National education is an effort to fulfill human rights and civilize fairness and ethics values inside the students to create cultured and dignified society. National education is based on norms of national unity of social, cultural, economical, and political aspects to guard state integrity and unity for nation and character building of Indonesia. National education that is underlied on society's norms and democracy empowered organizations and educators so that they can assist the students understand and apply populist principles and democracy in their life within society, nation and state. National education that emerged from values of social fairness is realized through prevalent and quality execution for all society that guaranteed abolishment of all forms of discrimination and fulfillment of education for the whole society for the sake of education in order to realized people living in social justice.

One of articles that underlined the role and function of education article number 3 that explained:

"National education functioned to advance ability and shape the state's dignified character and civilization in order to advance intellectual life of the people, aiming to develop students' potential to be faithful and devoted human to the God Almighty, noble, healthy, intelligent, competent, creative, independent, democratic, and responsible".

The realization of the article embodying intrinsic values is cleared up by the detail of form and level according to the need of human resource development in the future. Along with the strategy of the development of national education, the realization is oriented to: (1) broadening and distributing people's access to education; (2) quality improvement and educational relevance along with people's need; and (3) productivity, efficiency, and accountability advancement in the organization of national education in all levels of governance. Besides, there is Indonesian government spirit becoming international commitment in improving society's quality, which is global oriented.

In addition, its relevance to local autonomy, counties and cities' government administration system influenced a lot their educational administration that organized supporting educational resources. Viewed from theory aspect, policy implementation is an instrument and administration law in which various actors, organizations, procedures, and techniques should work in synergy and systemically coordinated to implement the policy to reach the result and the objective aimed. Implementation, on another side, is a complex phenomenon in the output and outcome.

2.4.1. Educational Affairs in the Era of Local Autonomy

The act of System of National Education supported clearly the application in educational sector desentralisation. Green and Baron (in Hasan, 2003) say that

the term "decentralization" implies a process of devolution or delegation of authority from the principal or supervisor to a subordinate level in the organization. While Bray (in Sirozi, 2005) defines decentralization is the process while the hierarchy levels below it is authorized by a higher entity to make decisions about the using of organizational resources.

According to Rondinelli (1983) decentralization is:

The transfer or delegation of legal and political authority to plan, make decision and manage public fuctions from the central government, its agencies to field organization of those agencies, sub ordinate unit's of government, semi autonoms public corporations, area wide or local development authorities; functional authorities; autonom local governments or non governmental organizations.

While Mawhood (1983) defines decentralization is:

A word that had been used by different people to mean a good many different things, most of us and most of government like the idea of decentralization. It suggest the hope of craking open the blockage of an invite central bureaucracy, curing managerial constipation, giving more direct acces for the people, stimulating the whole nation to participate in national development plans.

Decentralization is giving authority and conduct the affairs to local government as an autonomous. At a more pragmatic level, decentralization / autonomy is one of the strategies in the development process in order to mitigate a variety of physical institutional and administrative barriers. Thus, decentralization/ autonomy is a strategy to democratize the political system. In line with this view, autonomy can be seen as freedom for local communities to address their own locality problems. Although it should be understood that the decentralization/ autonomy, is not a full independence submission, but freedom in

a greater unity bond, so the autonomy is only a subsystem of a larger system of unitary state.

Local autonomy brought about logical consequences into educational autonomy in the local level, especially in educational vision and mission reorientation. Central and local government has to serve in easy way and guarantee the implementation of quality education for the society disregarding discrimination (article 11 verse 1). As the consequence, central and local government has to guarantee the availability of fund in organizing 9 year-study. The constitution has arranged firmly budget for education, that cannot be found in other countries' constitution, for minimally 20% of national and local budget out of salaries whose organization should be based on justice, efficiency, transparency, and public accountability (article 48 verse 2).

Although there is decentralization within the implementation of education, the responsibility of the organization of national educational system is still on the minister authorized by the president (article 50 verse 1), who is called national minister of education. In this case, central government determined national policy and the standard of national education to guarantee the quality (article 50 verse 2). While, provincial government coordinated on the implementation of education, the improvement of educators, and the provision of facilities cross-district of counties/cities for elementary and junior high school level. Counties and cities government are responsible to organize elementary and junior high school level and educational unit based on local advantages. How is educators' position in the frame of educational autonomy? Central and local government must provide the

facilities in educational unit, also the educators and administrators needed (article 42 verse 2). The educators and administrators can work cross-district whose designation, placement and distribution are arranged by the organization that appointed them based on the need of formal educational unit (article 41 verse 1 and 2).

According to Act Number 32/2004 and Act No. 23 Tahun 2014 about Local Government, decentralization substance is authority delegation from the central to the local government. The moral side is "local people" who know well their own problem. Unfortunately, the hope and reality do not always meet. Narrow interpretation of autonomy meaning has brought about a long and complicated way in implementing the real decentralization. Span of control of bureaucracy is not simpler but more complicated.

Focusing on more authority delegation in the school level, national format since the independency until reformation has given difference nuance and colors to the education. It can be viewed from curriculum and educational policy alteration that has occurred in our country, the assumption emerged is the curriculum (competency based curriculum, KTSP, and National Examination) will alter along with new minister designation. This is still becoming polemic amongst educational experts that it has no end. This is the sign of complexity in Indonesian education that always happens and we do not have yet the blue print of educational format. We should not be surprised when achievement predicate of Indonesian education keeps declining below neighboring countries such as: Malaysia, Singapore, and Brunei Darussalam (Yamin, 2007). According to

UNESCO report released on the end of 2007, Indonesian predicate in education declined from 58 to be 62 of 130 countries. Indonesian Education Development Index (EDI) is only 0,935 below Malaysia (0.945) and below Brunei Darusalam (0,965). Education development index (EDI) mentioned that Indonesia today is still on position 110 of 175 countries (Sukiadi, 2007).

Furthermore, school autonomy as a form of local autonomy in the field of lower secondary is already making room for the community to take on the role as well as a determinant of the direction and policies of education in schools, so that every school should be nurtured, developed and evaluated by the community. In the interest is precisely that each unit or school level mandated law respecting an establishment of the School Committee, the Committee of the Society for the build quality of the school. With this pattern of school management follow through the motions of democracy and autonomy of the school known as the School Based Management (SBM). This means that each school is given the freedom to establish a pattern of leadership as agreed with the school community. Then the principal shall work together with the community and stakeholders in managing the school. This is how every school will be able to be accurately measured performance and can lead a transparent dynamics.

But the facts are found today in the field of education autonomy when it rolled out, it turns out there are two constraints which are very surprising because both parties is an unexpected phenomenon reformers in this beloved country. Both inhibitors were: 1) the public unpreparedness to organize itself. Apparently the current democracy and granting full rights to people that make the community

shaken and confused position. Look at the example in response to established and roled out of the Board of Education and the School Committee, which is a source of problems. So the role of the two institutions is not significant. Even the Board of Education and the School Committee elected almost barely understand the meaning of autonomy and democracy education essentials. As a result, this would be an excellent organization to seize power. 2) The discovery of a phenomenon that the district / city, do not seem to understand the nature of the lead on the nature of democracy and autonomy.

Patterns of leadership in the area of leadership creates aristocrat (petty kings), and impose the will to regulate the affairs of the school leadership. Call it an example in appointing principals, which should be the right of the School Committee with the school, it was seized by the ruling bureaucracy. So what is often rumored in the media to be able to be the principal autonomy should follow the trading system in the stock promotion, or at least willing to bear farm land lease term is almost acceptable reason. Having been awakened logic every position in the area of land is being traded. So it is not surprising that today there are still areas that have not invited stakeholders, religious, cultural, academic and business world and other stakeholder to have consultation about the direction and color of education including to facilitate the Board of Education to function optimally.

If this continues to happen, then do not ever dream of and hope to be achieved lofty ideals of the initiators of local autonomy for communities prosper even the opposite is true, the result is not more than a qualified man, but even

more torment. Because of the nature or moral elements form the core of educational outcomes has been deliberately tampered with. Hopefully this is just the issue at the coffee shop. But if that's true, decentralization and democratization should be evaluated and may offer expert of autonomy Prof. Riyas Rashid that autonomy is not suitable at the second level but at the provincial level shall deem discussed again. Because to this day in particular autonomy of educational reforms actually blocked by the unwillingness and ignorance in the district / city level.

To overcome these problems it is better for us to try to learn from the experiences of other countries. For example, the United States education reform, based on the federal report titled A Nation at Risk in 1983. This report then gave birth to an important report entitled A Nation Prepared: Teachers for the 21st Century. In the report, it was recommended the establishment of a National Board for Professional Teaching Standards in 1987. Similarly, in Japan, there was Law Professor since 1974 and Certification Act in 1949. While in China, it was attended the 1993 Law on Teachers and Teacher Qualifications PP in 2001. They make documents legislation and implement it consistently. What about Indonesia in the presence of Act 14 Year 2005 on Teachers and Lecturers, as the foundation of one of the teaching profession and teacher certification that this form is expected to have an impact on improving the quality of education. Thus, the policy is expected to be realized as set forth in a written document. There should be no hesitation or pretense in carrying out this policy.

2.4.2. Policy Implementation of Educational Local Autonomy

One of the studies that have been conducted in Central Java on the implementation policy of local autonomy in education is reported by Baedhowi (2010). The study produced several findings. First, from the perspective of policy initiation, the decision process is not determined objectively by analysis of needs (needs analysis) in solving public problems but rather is determined by the actors' itemst local policy makers with more short-term reach. The decision making process that applies to this tends to result in a lack of policy relevance of education to the needs of the community. In practice, the main actor Regent / Mayor and Commission E parliament, much more dominant and mutually influence in setting policy, rather than actors, namely the implementers of the Education Department. In the establishment and implementation of policies, the public has not been involved and empowered, and has not been mobilized significantly.

Second the ability of the government apparatus district / city seen from the concept of "translation ability ' is not quite effective in the management of education services in their respective areas. Employees of the Department of Education has an average educational background is quite high and the background work that is relevant, but bargaining (bargaining position) of the Department of Education is much lower compared to the other actors, the Regent / Mayor. Instead, the main actor (Regent / Mayor) that has bargaining power tend to have higher educational background and lower background jobs that are less relevant. This educational background and unbalanced structure work results in

imbalance in the process of interaction between actors in the implementation of education policy. Consequently, decisions taken in the determination and implementation of policies tend to be less in quality, and the most disadvantaged is the user community of the education policy.

Third, the organization and management as a support system can not provide facilities to the passage of implementing education policy to the public. Apparatus as implementers of education tends to serve as a sub-ordination of actors, policy makers rather than as equal partners whose job implementing many innovations in education to become more qualified. In carrying out its function as an organizer of public policy, education officials tend to be less oriented to the needs of the community (demand driven) but more politically oriented to the interests of the head of government. The difference in nomenclature and the official name of the organization structure creates difficulties in coordination among districts / cities, with provincial and national levels, particularly in the implementation of institutional capacity development program.

Fourth, the budget provision for the implementation of educational policies and the types of programs vary between autonomous regions (eg Kendal Government allocates budget for education is greater than the budget allocated by the government of Surakarta). When viewed utilization, still tend to allocate funds for physical education programs. This finding is in line with the findings and Lammert Paqueo which examines the experiences of some countries in the implementation of local autonomy (Harbison. & Hanushek, 1992). Studies of Paqueo and Lammert find indicators that show the tendency of local politicians

(decision makers) use the funds to finance activities - physical activity, and fast program that can be seen the results in the short term.

Fifth, the availability of facilities and supporting infrastructure for the implementation of education policy in both Kendal and Surakarta regency is minimally fulfilled but not supported with adequate care costs. The study also indicates a consistent trend and interest in both areas, the budget submission procurement of new infrastructure is cheaper than budget submission for the maintenance and repair of facilities and infrastructure that already exists.

Sixth, Indonesia as a country that has a wide coverage area implements local autonomy. One fundamental consideration is that the government may not take care of themselves without government share authority and responsibility as well as with local governments, as well as the community as a user policy.

Therefore, for the central government; First, they need to do a review and improvement of laws and regulations relating to local autonomy; Second, to reduce the "burden" district / city governments to implement local autonomy in education, there should be a review of the authority and educational responsibilities given to districts / cities, according to the translation ability and capacity owned by the district / city. One authority districts / cities that should be reconsidered is the authority associated with the recruitment of teachers.

For the district / city, the first order for the implementation of local autonomy policy to be more effective, the government is expected to involve more people in the process of decision making; Second, for the implementation of local autonomy, local governments need to consider the educational background and

relevant experience to the field of education, in hiring and filling positions respectively each actor in the policy; Third, to accelerate the implementation of the local autonomy of education, local government need to have action programs, such as: human resources capacity building, increasing translation ability, organizational structuring and management, and increasing the education budget.

2.5. Non Formal Education

Before explaining about non-formal education, it needs to be explained first about formal education. Formal education is a systematic, structured, multilevel activity starting from elementary school through college and is equal to it; included therein is an activity-oriented study of academic and general, program specialization, and professional training carried out continuously. Formal education is a structured educational pathways and tiered consisting of elementary education, secondary education and higher education. Besides the notion of informal education is the path of family and environmental education. Education is organized by providing exemplary education, willingness to build and develop the creativity of learners in the learning process (Act No. 20 of 2003 Article 1 Paragraph (11) and (13).

Formal education is part of the national education which aims to establish a human being in Indonesia in accordance with nature, namely personal faithful and devoted to God Almighty, noble, democratic, respect human rights, master of science, technology and art, have the physical and mental health, valued and dignified life skills, have a steady personality, independent, and creative, and have

a social responsibility and is capable of realizing an intelligent and competitive national life of the nation in the global era (Ngaka, Openjuru & Mazur, 2012)

While the definition of Non-Formal Education by the review team of education reform in the context of local autonomy (Jalal and Supriadi, 2001) concluded that if the school education (NFE) to serve, be loved, and sought the public, then they should dare to imitate what the good of what is growing in the community and then enriched with touches of systematic with science and technology in accordance with their communities. Strategies that need to be developed and implemented by the school education in helping to provide education to people who for various reasons are not served by the formal / school. For people who are not capable of, what they think about is how alive today, therefore they learn to life, they do not want to learn just for learning, for that people need to be encouraged to develop through community-based non-formal education, non-formal education that is of, by and for the benefit of society.

The other dimension of non-formal learning which we have found useful in mapping the domain concerns the timing of the events providing the focus for the learning. Planned non-formal learning is clearly deliberative, but so also is the learning that forms an integral part of deliberative activities such as decision-making, planning and problem-solving (Eraut, 2000). *Emergent* is the term used by Megginson (1996) to describe an alternative strategy to planning; but using an emergent strategy for dening goals need not prevent a deliberative rather than reactive approach when learning opportunities occur.

Non Formal Education (NFE) and informal education are managed by two Directorates General in the Ministry of Education and Culture structure: Directorate General Out-of-School Education and Directorate General Quality Improvement of Educators. The Directorate General for Out-of-School Education manages the nonformal and informal (particulary home schooling) education streams. It manages everything that relates to the contents of programs, including the standards and the monitoring and evaluation forms. Under the DG OSE, there are four directorates, namely Equivalency Education (separated from Community Education in 2005), Community Education, Courses and Institutions (separated from Community Education in 2005), and Early Childhood Development. The Ministry separated the Directorate Equivalency Education and the Directorate of Courses and Institutions from the Directorate of Community Education because the DG anticipated that these two directorates would play a larger and more important role in achieving compulsory basic education for all Indonesians and in providing education that may address unemployment and poverty.

The Quality Improvement Directorate General manages the quality of education human resources. Within this Directorate General, a single directorate, the Directorate for Improving Quality of Nonformal Educators, focuses on nonformal education. This directorate is responsible for providing guidelines for tutor recruitment, training of tutors and managers, as well as providing trainings for NFE officials at the provincial and district levels (DBE3, 2006).

In addition, MoEC has technical development units of both DGs at the national and local level, described below. The Directorates Out-of-School

Education and Quality Improvement have different purposes that are reflected in different programs. Staff interviewed (a number of heads of sub-directorates) from both directorates acknowledged the dependency of each DG on the other to improve nonformal education in a comprehensive manner, and that they had not coordinated as closely as they should. As a result, overlaps in terms of programs take place. For instance, the DG OSE has its own technical development team (consisting of a large number of consultants) and field testing units instead of using similar units that exist under DG QI.

Both DGs provide block grants to NFE providers for implementation. DG OSE provides block grant to NFE providers to implement certain programs such as literacy and equivalency, whereas DG Qi offers grants to NFE providers such as BPPLSP to conduct trainings. A block grant is a sum of money provided by the government to NFE providers selected based on proposals. NFE providers develop plans to use the grant, and are responsible for writing administrative and financial reports regarding program implementation.

Unit Pengembangan Teknis or UPT (Technical Development Unit) is another type of government agency. The nonformal education UPT include *Balai Pengembangan Pendidikan luar Sekolah dan Pemuda* or BPPLSP (local level NFE workshop). There are five BPPLSPs located outside Jakarta and they report to the central MoEC DG of Quality Improvement. Their provincial representative agencies are *Balai Pengembangan Kegiatan Pembelajaran* or BPKP (provincial level NFE workshop). The units are structurally under the DG of Quality Improvement but support both DGs in technical matters. The five BPPLSPs

(located in West Java, North Sumatra, East Java, Central Java, and South Sulawesi), conduct research to support national non formal education program development, program field testing and monitoring and evaluation in the local, and provide technical support to nonformal providers in their regions. BPPLSP is responsible for determining the national level programming, and BPKB and *Sanggar Kegiatan Belajar* or SKB (district level NFE workshop) are responsible for providing inputs in terms of the local relevance of these programming to the provincial and district levels contexts.

Because of overlaps in geographic working areas and subject areas, there are some issues in terms of cooperation and coordination between BPPLSP and its subordinates with local education offices. BPPLSP, BPKB and SKB are given roles by DG QI to act as supervisors and facilitators of NFE implementation in the field, while DG OSE has its own supervisors at the district level.

According to Act No. 20 of 2003 on National Education System is a sense of non-formal education is access to education beyond the formal education that can be implemented structurally and hierarchically. There are several types of educational institutions providing non-formal education in Indonesia, namely:

a. **Youth and informal School Education Development Center (BP-PLSP)**

It is a technical unit within the Ministry of National Education in the field of school education. BP-PLSP has the tasks of assessment and program development 23 and facilitating the development of educational resources outside of school policy by the Ministry of National Education.

b. **Learning Activity Development Center (BPKB):** It is a technical unit within the Office of the Provincial Education in special education schools. BPKB has the task to develop a model educational program outside of the school in accordance with the Provincial Education Department policy and characteristic of the province.

c. **Learning Studio (LCS):** It is a technical unit of District Education / City in education outside of school (non-formal). LCS generally has a duty to make a pilot non-formal education programs, develops learning materials in accordance with the local content policy of the district education office / city and local potential of each area.

d. **Community Learning Center (PKBM)**: It is a community-owned organization managed using the principles of, by and for the community. PKBM is a medium of learning and empowerment so that they are more able to meet their individual learning needs. PKBM is a source of information and the implementation of various activities to learn life skills education as the embodiment of long life education.

e. **Similar Non Formal institutions**: the institution is growing and developing in the community, which provide life skills oriented non-formal education / skills and do not belong to the category of the above categories, such as; LPTM, Women's Organizations, NGOs and other civic organizations.

In this case we need to realize that the development community will be well done if the community has grown and has the motivation to build a growing awareness and a spirit of self-development as well as specific skills plus the

ability to sustain them, and through educational activities, particularly non-formal education are expected to grow a high spirit to build their own village communities as a contribution to the development of the nation at large (Ololube & Egbezor, 2012).

Non formal education was part of the international talks mainly deals with various policies on education in the era before 1960 and the late 1970's. It can be seen how the relationship between the concept of continuing education to the concept of long life education. Tight (1996:68) proposed the concept of unification education and long life learning extention completely and thoroughly, so as to unite the non-formal education was considered to have a role in 'acknowledging the importance of education, learning and training takes place outside roomates recognized educational institutions'. Once the bull to that disclosed Fordham (1993), stated that since the 1970's, there are four basic characteristics related to the role of non-formal education in the community: a) relevant to the needs of the community (of people) who are not lucky, b) addressed and has a special interest in the category of specific targets, c) focused on the program that suits people's needs, d) flexibility in the organization and in the method of learning.

In many countries, the conversation of non formal education issues into specific topics, and is considered as capable of providing the education and solutions to the problems of public education services, especially people who are not served by formal education (Alzúa, Gasparini & Haimovich, 2010)

Education does not only play a major role in the progress of the nation, but also relates to the increasingly competitive free market. Education should accommodate the qualified people in a country. Education should create a workforce that is not only rich in theoretical knowledge but also practical, technological mastery, and has special expertise. This becomes the basis for evaluating and improving education in each country sustainabilty. Seeing such an important role of education, the emergence of non-formal education can be regarded as one of the government's efforts to improve the educational level of the population in many countries, including in Indonesia.

Based on research from 1950 to 1980 in Latin America and the Caribean focus to innovate on non-formal education activities. Non-formal education centers are often used as a strategy for change and socio-economic improvement for the poor. Non-formal education programs designed to build up the infrastructure of human resources areas more capable and can be placed in a certain position that is more responsive to demand of world market. Programs related to Human Capital over support and to maintain social and political life. Opportunity for policy makers to develop strategies and advocacy of the poor in this case becoming clear (German and Tedesco, 1990).

Not all non-formal education accessible to every strata of cultural and socio -economic development in the community. There are different participation is dependent on ethnicity, social class, gender, and influence as between rural and urban communities. In some instances, for example, non-formal education just for religious and ethnic solidarity, while others to support the skills needs for socio-

economic mobility. In other programs of non-formal education is the fulfillment of upscale leisure time for the long term to improve the political socialization within the community. Non-formal education opportunities to ensure greater educational choices that are usually not met the formal school.

Non-formal education contributes to behavioral changes inividual for social change. Or in other words, if an individual requires basic skills and community are seen as systems that require adaptation, then the non-formal education should be seen as a contributor. Non-formal education is used intemperate socio - economic or ethnic groups to facilitate a more radical change involving access to political and economic resources, which results often fail. Non-formal education is more impotent than formal education because they have to deal with the separation between politics and economics. For that reason, non-formal education program planning should be adapted to the social and ethnic classes based on specific goals. Non-formal education should be seen as an alternative to the formation of character through dependence, interest and disconnections (La Belle, 1982).

Alan Rogers in the book states that: There is a renewed interest in non-formal education (NFE) today. And it is significant that this interest comes not so much from the so-called 'Third World' (I use this term to refer to poor countries in receipt of aid from rich countries, because many other persons use it as a short-hand). The Assembly recognizes that formal educational systems alone can not respond to challenge of modern society and therefore welcomes to reinforcement by non-formal education (Rogers, 2004). Alan Rogers in one of his books said:

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However, in discussing the non-formal education should not be separated from the underlying concept of how the whole formal education developed in accordance with the basic principles, therefore the analysis of the relationship between non-formal education with community learning, informal education, and social pedagogy is something that remains to be reference (Ngaka, Openjuru & Mazur, 2012).

In many ways, non-formal education is perceived as a formula that is ideal and more respectfull than formal education. However, we still have to find that non-formal education remains a part of the education system which of existence can not be separated with formal education especially in the context of longlife education (Ololube & Egbezor, 2012). So it is not perceived, that non-formal education better than formal education, non-formal education or lower education. But it should still be an important note that formal education is not perceived as something that is intimidating to people. Pigozzi, states that: It could even be described as a temporary 'necessary evil' in situations of crisis until formal schooling could be restored (Pigozzi, 1999).

All of these programs should be integrated with various government agencies in the region as well as with non-governmental institutions in particular societies. Of the various concepts and non formal education development, the

emerging question is: why non-formal education is an option to provide educational services to the community including children and youth who was at school age? This question is the rationale for building a quality non-formal education and formal education equivalent, but the model developed should be different from formal education considering the characteristics of the target of non-formal education are heterogeneous, both in terms of opportunity, time, or other conditions related to life community as the target.

Based on the condition, non-formal education should be prepared in a model that really flexible, tailored to the needs of learning, precise curriculum, time-adjusted target of opportunity, empowerment and community participation in the management premised, independence is the goal of learning etc. (Ololube & Egbezor, 2012 ; Ngaka, Openjuru & Mazur, 2012). In addition, the quality of teaching and quality of learning outcomes is a standard that should remain the reference and equivalent to formal education. The conclusion from all of that is actually what is meant by non-formal education, so it requires a long explanation, and how basic theory and philosophical cornerstone of non-formal education, as well as how to build programs that have a special identity about non-formal education.

For this reason a more in-depth study of the existence of non-formal education should be done, either through; research, book study, consultation meeting with the developed countries, national and international seminars and study tours to countries that have been successful in developing non-formal education (Raditloaneng, 2010 ; Abdullai & Sinani, 2012). A comparative study

of non-formal education, especially education in several countries in Asia is one of the efforts to further improve the quality of non-formal education programs in the future, especially in Indonesia.

In Act Number 20 Year 2003, Article 26 paragraph 1 is explained that non-formal education is held for community who need education services that serve as substitutes, enhancers and or complementary of formal education in order to support lifelong education. Furthermore, in paragraph 2 described that non-formal education serves to develop the learner citizens with emphasis on mastery of knowledge and functional skills and the development of professional attitude and personality.

While in paragraph 3, It mentioned that non-formal education includes life skills education; early childhood education programs; youth education; education of women's empowerment; literacy education; skills education and job training; education of equality; as well as other education aimed at developing the ability of learners. These non-formal education are deemed capable of providing educational activities that meet the needs and interests that can not be fulfilled by formal schools in the world of work.

Non formal education programs are supported by the various components will improve quality and expansion of access services to the community especially the underprivileged community in terms of financial or other constraints in implementing the programme non formal education did not escape the constraints that occur both in the internal and external things (Saifudin, 2014):

a. The absence of accurate data and information, so the program becomes less on precise target, overlapping of non-formal education with one another, non-formal education program learning plan becomes less guaranteed sustainability.

b. No all Educators and educational staff have no competence in accordance with the competencies expected in each unit of non-formal education, diverse in educational background, low honorarium for educators and most are still volunteer resulting in less motivation.

c. Limitation in learning media that can be used by citizens to learn in accordance with the interested education

d. Non-formal education institutions have not been accredited resulting in less standardized teaching and learning process, the limited facilities possessed by non-formal education units resulted in the lack of quality of learning, the low frequency of skills that are needed especially life skills and entrepreneurship programs.

e. Financial support for non-formal education programs and institutions is limited

f. Supervision of non formal education has not been effective causing resource misuse, weakness on program quality achievement, number of target and result of learning of non formal education

g. Rising of the science and technology is very fast, competition is increasingly tight for non-formal education providers from government and non-governmental organizations.

In developing non-formal education to increase the number of entrepreneurs, there is no specific theory that really suits the socio-cultural conditions of each region. But in this research, the researcher take some sub subject which can influence the success of NFE program especially to increase the number of entrepreneurs in Sumenep regency, they are:

2.5.1. Institution

Institutional theory has evolved in various disciplines, even in a multi-disciplinary and interdisciplinary way. Among the disciplinary groups that make a major contribution to the development of institutional theories are economics, political science and sociology (Scott, 2008).

The institutional economic approach initially uses the assumptions of classical rationality with economic assumptions to bring about the existence of organizations and institutions. Williamson (1989) has developed a transaction-cost analysis approach within organizations. And further in neo-institutional theory emphasizes the importance of agents in economic systems, coordination in economic activity concerning market transactions, and institutional structures. In this case, the role of the government system in the institutional economy becomes important in institutional and organizational structures.

Definition of institution according to Hendropuspito (in Wibowo, 2011) is a form of organization that is consistently composed of patterns of behavior, roles and relationships as a means of binding to the achievement of basic social needs. The institutional definitions are almost identical to Macmilan as described by Saharuddin (2001), that institutions are a set of relationships of real norms, beliefs

and values, centered on social needs and a range of important actions and over and over. Meanwhile, Taneko (1993) defines the institution as the existence of norms and needs of society in the situation (in Wibowo, 2011). Thus the birth of institutions in society as a form of rules that exist and binding in order to obtain and meet the needs of society in social life

Based on the definitions, it can be concluded that the institutional presence in the community because the condition of society is met by various rules and behavior by looking at these rules. To regulate human behavior, institutional as a media or container in forming patterns that have a fixed power and activities to meet the needs must be run through the patterns that exist in the institutional. Man will endeavor to maximize his own advantage by using or dodging the rules that have been in form through the institutional. Through institutions that are created to regulate the patterns of behavior and the fulfillment of human needs, the institutional presence will contribute to the life of the community. Institutional perspectives as existing rules and benefits derived from the existence of these institutions, influenced by the perspective of the rational choice theory of James S Coleman (1990).

According to Coleman (1990) the rational choice theory emphasizes on individual action toward a goal and that purpose (and action) is determined by value or choic. (Ritzer and Goodman, 2008). Furthermore, Colemans explains that there are two main elements in this theory of actors and resources. The actor chooses actions that maximize the usefulness or satisfy the wants and needs through the resources controlled by the actor. In the macro realm, actors' behavior

can change to the system as a form of collective behavior as an effort to maximize individual interests thereby causing a balance of control in society. "Rational Behavior" when attempting to maximize the usefulness of effective resources at a low cost. (Ritzer and Goodman, 2008).

The influence of political science in the development of institutional theory can be seen from two things; first, applying the rational choice of economic models to the political system; secondly, the historical view of the nature of the institution that has great influence on the construction of the actor and his interests. From these two things developed the institutional view as an organization that has three analytical approaches, namely: a political process, awareness and articulation in a work structure, and organizational activities that can not be separated from the policy.

Understanding institutions cover a broad aspect. The extent of such coverage can be seen from the definition as Scott (2008) states:

- Institutions are social structures that have high levels of resilience

- Institutions consist of cognitive, normative, and regulative elements related to resources, providing stability and the meaning of social life

- Institutions are transmitted by different types of operators, including symbol systems, relational systems, routines, and artifacts

- Institutions operate at different levels of jurisdiction, from the world system to local interpersonal relationships

- Institutions by definition mean stability but may change the process, both increasing and stagnating.

Scott (2008) developed three pillars in the order of an institution, namely regulative, normative, and cognitive. Regulative pillars emphasize rules and regulation of sanctions, normative pillars containing evaluative and liability dimensions, whereas cognitive pillars involve conceptions of shared and frame that place on understanding meaning. Each of these pillars provides different reasons for legitimacy, whether they are punitive sanctions, moral authority and cultural support.

According to a model developed by Hill and Hupe (2002), which states that the involvement of all parties who collaborate to realize the effort: 1) empowering and building institutional capacity, 2) increasing the participation of all actors, 3) improve the performance of local governments in the implementation of non-formal education, and 4) the creation of a model of participatory policy implementation is disclosure, respectively, and reflexivity, can make people become entrepreneur. It is fundamental to the three main theories, they are deliberation, institution, and governance (Hill and Hupe, 2002).

Institutional theories in public administration relate to the organization and management of public institutions, including the relationship between organizational structure, related rules and norms, and organizational processes, behavior, outcomes, and accountability of public institutions. In public administration, the term "institution" usually refers to a public organization that can call on state authorities to enforce its decision. In this context, public institutions are defined as social constructs, rules and norms that limit the behavior of individuals and groups.

Institutional theory is based on collective results and individual behavior structured by institutions. Institutional theory includes interdisciplinary literature, including branches in economics, sociology, and political science. Institutional theory in public administration can be seen in the Wilson classical bureaucratic concept: What Governments Do and Why They Do It.

Although institutional theory provides a detailed and rich concept with a description of organizational behavior, it turns out that enormous pluralism can cause problems with austerity efforts and makes it difficult to assess capacity clearly, replication, and predictive. Since institutional theory (single) does not have a conceptual core, it may be more accurate to use, a plural institutional theory. Overall, institutional theory has more reviews. The context of institutional analysis that studies the relationship between formal and informal processes in institutional environments developed by Malone and Crowston (1994).

In new institutional theory, also known as neo-institutinalism, Scientists trace the emergence of institutional theory of reaction to the emergence of social science behavior. In one event, the institutional theory is perhaps the most popular single theoretical approach of today in public administration, as it was suspended by Frederickson (1999) who is one of the foremost figures in the field of administrative theory.

While the purpose of coordination is to strive for the performance of each unit to be organized, minimize the occurrence of chaos so that the goals of the institution can be achieved. Mintzberg's organizational design model consists of 5 structural configurations, they are strategic apex, middle line, operating core,

support staff, and technostructure (Mintzberg, 1983). Mintzberg uses the components and coordination mechanisms in defining five structures, including:

1. Simple structure

    Is an organization with a simple structure, the most appropriate coordination mechanism is the direct supervision of the top manager (strategic apex).

2. Machine Bureucracy

    Is a large organization by putting forward the work process so that the mechanism applied is standardization work process by the technostructure section.

3. Professional Bureucracy

    Is an organization that provides product in the form of services, so that the coordination mechanism applied is the standardization of the ability whose authority is in the operating core.

4. Divisionalized form

    Organizations that are divided into several divisions so that the coordination mechanism applied are the standardization of outputs. Coordination with such a model is the responsibility of the midfield manager.

5. Adhocracy

    Adhocracy has a high structure with little formalization and emphasizes flexibility. Adhocracy implements mutual adjustment as a coordination mechanism among the teams in their projects.

2.5.2. Resources

Resource-based theories can be confusing because the term resource is used in various ways in everyday language. It is important to differentiate strategic resources from other resources. For most individuals, cash is an important source. The involvement of all parties who collaborate to realize the effort. The organizational network approach is combined with the issue of fields and state-organization relations). Modern society is characterized by the organizational life. The various actions and strategies undertaken by the organization's leaders are an effort to realize the established goals that always relate to the norms, values and roles of each individual. Efforts which can be done to achieve the established goals involve the potential and capacity of human beings in the relationship, such as changing the mindset of every actor in public administration especially in terms of leadership (Casey, 2002). Tangible goods such as cars and homes are also a vital resource. When analyzing the organization, common resources such as cash and vehicles are not considered strategic resources. Resources like cash and vehicles are very valuable, of course, but an organization's competitors can easily get it. Thus an organization can not expect to create a lasting competitive advantage over common resources (Nee in Alexander, 2005).

In general, resources are defined as something that is considered to have economic value. It can also be said that resources are a component of ecosystems that provide goods and services that are beneficial to human needs. Grima and Berkes (1989) define resources as assets for the fulfillment of human

satisfaction and utility. Rees (1990) says that something can be said of a resource if it has two criteria, the first is that there must be knowledge, technology or skills to use it and the second is, there is a demand for these resources (Fauzi, 2004)

Thus, in this definition, resources are related to usefulness, both for the present and the future for humanity. In addition to the above two criteria, the definition of resources is also related to two aspects: the technical aspects of which are feasible how resources are utilized, and the institutional aspects that determine who controls resources and how technology is used.

Resources are basically useful something and has value in the conditions in which we find it. The level of local development is determined by the utilization of resources owned. Mouzon (in Prescott, 2015) argues that resources are essentially divided into three parts (often known as major production factors in the economy):

a. Land as a natural resource

b. Manpower as human resources (Human resources).

c. Capital resources as Man made resources.

Another opinion by Ravelle (in Qudrat-ullah, 2013) looks at 4 (four) kinds of resources, namely: natural resources, human resources, capital resources, and institutional resources

2.5.3. Coordination

Coordination is one of the management functions that can not be separated from other management functions because the coordination function is connecting other management functions. Much of the literature says that coordination

function is the most important management function. By optimizing the coordination function, the organization will become better and avoid the risk that threatens the organization.

Coordination is defined as the authority to mobilize, harmonize, align, and balance specific or different activities- so that everything is directed to a specific purpose. While functionally, coordination is done in order to reduce the negative impact of specialization and to make effective the division of labor (Ndraha, 2003: 290).

Coordination by Awaluddin Djamin in Hasibuan (2011: 86) is defined as a business cooperation between agencies, departments, units in the implementation of specific tasks, so they can be complementary and mutually helpful. Thus coordination can be interpreted as an effort that can align the implementation of tasks and activities within an organization

Coordination and working relationships are two interrelated understandings because coordination can only be achieved as best as possible by conducting an effective working relationship. Work relationships are forms of administration that help achieve coordination. Therefore it is said that the end result of communication (working relationship) is the achievement of coordination in a way that is effective and efficient (effective and efficient). Coordination is intended as an effort to unify the activities of the units of work (units) of the organization, so that the organization moves as a unified whole to carry out all the tasks of the organization to achieve its goals (Daft, 2011).

From the opinions are, basically Coordination is a setting of various elements into an integrated and harmonious operation. The main motivation of coordination is usually to avoid gaps and overlap with regard to the task or work of the parties. The parties usually coordinate in the hope of obtaining the results efficiently. Coordination is generally done by harmonizing tasks, roles, and schedules in simple environments and systems.

Malone and Crowston (1994) said that.coordination between the parties should lead to a "setup" diverse elements into an integrated and harmonious operation The main motivation of coordination usually avoid gaps and overlaps relating to the duties or working parties

While the purpose of organizational coordination includes:

a. Avoiding the chaos and deviation of the task from the target

b. Direct and unify all actions and thoughts towards the achievement of corporate goals

c. Avoiding vacancy and overlapping work

d. Avoiding overlanding skills From the target

e. Straightening specialist skills toward the target

f. Integrating action and utilization of management elements towards the organization's goals

To achieve efficiency, effectiveness and productivity of each development activity, it is necessary to coordinate among related institutions, even need a strong Team Work in carrying out development activities. Experience has shown that some development activities have not been done in a coordinated way, so the

result is that development outcomes are less than optimal, inefficient and ineffective. In order to achieve efficiency, effectiveness and productivity of development, necessary coordination between relevant agencies in carrying out local development tasks.

An organization can not run without coordination, let alone connect with other management functions. The core of the coordination function is communication. Why is communication a core coordination function? Because with communication, everyone is able to connect with others.

Organizations consisting of resources, management processes and organizational goals. All resources owned by the organization is utilized in the management process in an integrated manner in achieving organizational goals. The process of integration of resources and management processes to achieve organizational goals is called coordination process. Thus, coordination has a vital role in integrating all organizational resources for the achievement of objectives.

However, more complex organization and management, more complex the coordination process must also be done (Kleinbaum, Stuart & Tushman, 2008). Without coordination of the resources that the spread cannot be managed effectively and efficiently. The principle of coordination should also be reflected in the organization of public / government and community organizations. Mintzberg (1983) about adhocracy in components and coordination mechanisms. The duties of adhoc agency are coordinating the technical of work program and; arranging alternate suggestions; evaluating the implementation of activities; and carrying out cooperation among government agencies and other organizations that

organize training activities. In a public organization, the resources used are not small. To support the management process of development in various fields including political, economic, social and cultural well then the country's financial resources and human resources are not small. In these conditions, if the resources are not utilized effectively and efficiently it would be a waste of resources.

But in practice of the public administration in Indonesia is often regarded as the coordination of expensive goods. Coordination easy to say but difficult to implement. There are so many agencies that have similar activities, but are not well coordinated. This problem also occurs in the relationship between units within the organization. Some units within the organization has similar activity without can be controlled by the leadership. This condition may be getting worse if not coordinated from since the planning, implementation and evaluation.

2.5.4. Curriculum

In terminology, curriculum means an educational program that contains various teaching materials and learning experiences programmed, planned and systematically designed on the basis of applicable norms and used as guidelines in the learning process for educators to achieve educational goals (Dakir, 2004: 3) . According to Dakir the curriculum contains all the programs that are run to support the learning process. Programs that are poured are not preoccupied in terms of administration alone but concern the whole that is used for the learning process.

In the opinion of Ali Al-Khouly, the curriculum is defined as a tool of planning and media to deliver educational institutions in realizing the desired

educational goals (Zainal, 2013). In various sources of reference mentioned that the definition of the curriculum has a variety of understanding, such as According Nurgiantoro, that the curriculum, which is a tool to achieve certain goals in education. Curriculum and education are two things that are very closely related, can not be separated from each other (Nurgiantoro, 1988: 2). Nurgiantoro underscores that the relationship between education and the curriculum is the relationship of objectives and educational content. Because there is a purpose, then there must be the same tools to achieve it, and the way to go is the curriculum.

In short, according to Nasution, the curriculum is a plan designed to smooth the teaching and learning process under the guidance and responsibility of schools or educational institutions and their teaching staff (Nasution 1989: 5).

According to act no. 20 of 2003 on the national education system and Government Regulation of the Republic of Indonesia no. Law No. 19 of 2005 on National Education Standards there explained that the curriculum is a set of plans and arrangements concerning objectives, content and lesson materials and ways used as guidelines for the implementation of learning activities to achieve certain educational goals (BSNP, 2008: 6).

From the experts opinions above, the author conclude that the curriculum is a set of content, teaching materials, objectives to be pursued as guidelines for the implementation of learning activities to achieve educational goals.

The curriculum has a very important function for the formation of skills, human character. According to Alexander, as quoted by Wiryokusumo, that the

function of the curriculum is adjustment, integration, differentiation, preparation, selection and diagnostic (Wijoyokusumo, 1988: 8-9). According to Nurgiantoro (2008: 45-46), the curriculum has three functions. First, the curriculum function for schools is a tool to achieve the desired educational goals. The curriculum can also be a guide to organize educational activities undertaken in schools. For example, areas of study, time allocation, subject matter, and including learning strategies.

Second, the curriculum can control and maintain the balance of the educational process. By knowing the school curriculum at a certain level, the curriculum at the top level can make adjustments, so there is no repetition of previous teaching activities. Other functions of the curriculum can also prepare the teaching staff, by knowing the curriculum at the level below it. Third, the curriculum is intended to prepare the needs of the community or employment, so the curriculum reflects the things that become the needs of the community. Therefore, most graduate schools can not meet the needs of employment (vocational) on one hand, and be prepared to continue to the next (academic) academic level on the other side.

2.5.5. Budget

In Act number 20 Year 2003 explained that education fund is all expenses in the form of resources (input) either in the form of goods or money intended to support teaching and learning activities. The cost of education is one of the instrumental components (instrumental input) which is very important in the implementation of education in schools. (Supriyadi, 2006: 3).

According Mulyasa (2005: 47) "finance and budgeting is one of the resources that directly support the effectiveness and efficiency of educational management ". According to Harsono (2007: 9), "The cost of education is all expenditures that have a direct link to the provision of education". The source tuition fees can be classified into 4 types: a) the cost of education from the government, b) the cost of education from the parents community, c) the cost of educatio from community non-parent, and d) the educational institution itself.

Non-formal education for study groups of the poor, discriminated against in budgeting. Poor people who are slammed from formal schools are being abandoned and get the same financial support from the state, even though they are still compulsory. Educational observer Mochtar Buchori (1994) points out the need for education for the poor designed to develop the will of children out of the shackles of poverty, understand the histories that make them poor, and develop awareness about there being a good way for them to get out of poverty. In such a frame of mind, education for the poor is simply to teach the technicalities of reading and writing, even by providing job skills, even if not sufficient. That's where the irony happens. Providing education for the poor requires commitment and partisanship. But what happens is the opposite. The right of the poor to education is neglected by the state.

In Law No.20 of 2003 on National Education System articles 26 and 27 stated that informal and informal education is recognized by law as a substitute or complement to formal education. Development under the Directorate General of PAUD DIKMAS, consistently serves the needs of the community. The

contribution of Directorate General of PAUD DIKMAS for public education is wider and progressively encouraging.

Examples of non-formal education programs such as package study groups, life skills, early childhood, literacy, gender equality and human rights. The organizers can be PKBM (Community Learning Activity Center), Joint Learning Center (Balai Belajar Bersama, Community Reading Park (Taman Bacaan Masyarakat), TPQ, foundation, or association that have operational permission. The informal education such as home schooling that can be done by family or environment in the form of independent learning activities.

But unfortunately the equality of legal status of both formal and non formal education channels is less followed by the principle of proportional allocation of budget in APBN/APBD for non formal education rather than formal. As a result, the organization of non-formal education institutions is not held massively. Unlike schools in formal education seem uniformly throughout Indonesia.

The budget disparity is both quite large. This can be seen from the limited budget of Directorate General of PAUD DIKMAS Ministry of National Education. So the central government should share responsibility with the local government. The problem is that not all local governments respond adequately to NFE budget allocations. The budget allocation of 20% of the APBN/APBD for education should be seen as flowing "swiftly" to non-formal education that can prove the outcome of Indonesia's reforms in favor of the education of the poor from basic to university levels.

The urgency of the increase in the budget of non formal and informal education is very urgent, as a form of rationalization of education budget in APBN/APBD. With the basics of budgeting background that follows:

1. Number of targets. users of non-formal education services are potentially relatively equal to formal education. Citizens who study non-formal education ranging from pre-school age, working age, elderly and drop out. If there is no non-formal education path, how the fate of those who do not reach formal education because of age limits etc . The lifetime is lifelong, the remainder taken through non-formal education. This is guaranteed by the Constitution, that every citizen is entitled to get access to education from the government, certainly during his life.

2. Non-formal education materials are in direct contact with the real needs of society because it is associated with empowerment or life skills. So that has a direct impact with improving the welfare of his life. Make them choose alternative education by entering the non-formal education

Furthermore, the paradigm shift in the allocation of formal-non-formal education budget must also be supported by the mental attitude of its apparatus. Stake holder of formal education is generally highly educated then the Ministry of National Education tends to function administrative. Unlike the non-formal education community is generally part of the marginal society. Treatment of such communities requires bureaucrats in the education office, especially the head of

non-formal education as the spearhead of agent of change, having the soul of volunteers, pro-active and social en

gineering skills. For example, if the community submits an operational license the PKBM is deemed to be ineligible, then it will not only wait for the initiative.

The basic principle of informal and informal education is learning anytime, anywhere, with anyone. Give the community the widest possible opportunity to innovate education according to local conditions. The rigid application of reward and punishment will complicate the initiative and growth of non-formal and informal education. So non-formal education is very important for our lives, because education is not only in the classroom but we learn anywhere.

2.5.6. Community Participation

Education can not be born without the emergence of a community or society. Education is aimed at social progress, change, and stability. Education is for the benefit of society, whether at the local, family, local, provincial and national levels as a whole. Society has a very important role to the existence, continuity, and even the progress of education. One of the parameters determining the fate of education is the community. If there is an advanced education, almost certainly one of the success factors is the involvement and participation of the maximum community. Vice versa, if there is education that fared not good, one cause is because the community does not support.

Lakes & Guidry (2009); Community participation is the role of society in achieving a common goal in a community. Community trust is one of the keys to

the progress of educational institutions. When people have faith in educational institutions they will fully support the course of education. Therefore, society is a strategic component that must be fully paid attention by education.

Society has a double position, as an object and as a subject. both have functional significance for the management of educational institutions. When educational institutions are promoting acceptance of new prospective students, then the community is an object that is absolutely necessary. Meanwhile, the public response to the promotion puts them as subjects with full authority to accept or reject them. The position of society as a subject also occurs when they become users of graduates of educational institutions. Therefore, good participation and relationships with the community must be well managed.

Aref (2010) in his research mentioned that in an effort to increase community participation for education planning and development, it is necessary to assess the capacity of communities to implement what they are expected to achieve long-term programs. Community participation itself is not a goal in educational development, or a panacea to solve the complicated problems of poverty and quality education in developing countries.

Mahajan (2005) says, community participation has proven to be an effective approach in addressing and identifying socio-economic and cultural barriers by defining local programmatic program initiatives. Local communities have also helped to fill in gaps where governments can not provide educational services with limited resource use efficiency, and make substantial contributions in improving the quality of education

The word "community participation" in development shows understanding of their participation in planning, implementation, utilization of results and evaluation of development programs (United Nation, 1975). Community participation in the development of education in Indonesia, it needs to grow the willingness and ability of citizens or community groups to participate in the development of education. Instead the government or the State also provides space or opportunity to citizens or community groups to berpartispasi as widely as possible so that we can spark a creative and imaginative ideas in the development of education.

The importance of participation is conveyed by Conyers (1991: 154-155) as follows: first, community participation is a tool for obtaining information about the conditions, needs and attitudes of local communities, without which development programs and projects will fail; secondly, that people will be more confident of a development project or program if they feel involved in the preparation and planning process, as they will know more about the project and will have a sense of ownership of the project; third, that it is a democratic right when society is involved in the development of their own society.

2.6. Governance in the Context of Non Formal Education

Today, it may be assumed that policy makers face an extensive scope of social, economic, political, environmental, and technological issues that every nation now faces in the 21st century. The significance for public policy makers, public administrators, and decision makers is how an overview of education development theory, centripetalism theory, and general systems theory, and human rights theory will enable them to better appreciate the relationship

of these theories to democratic governance. The literature implies that a combination of theories is required in order to address the multifaceted governance needs of local communities in today's globalized world.

The emerging vocabulary of governance speaks to a widely acknowledged change in the nature of politics and policy making. The prominence of the new vocabulary also illustrates a widespread dissatisfaction with the limited reach of 'set solutions' to thorny political issues imposed through top-down government intervention. One of the virtues of the vocabulary of 'governance' is the way it opens up the cognitive commitments implicit in the thinking about governing and political decision-making. The language of 'governance' seems to help practitioners and theorists alike to unlearn embedded intellectual reflexes and break out of tacit patterns of thinking.

The fact that governance emerged as an issue across a large range of disciplines and research programmes, cannot we argue, be put down to the fact that social scientists are just dedicated followers of fashion, jumping on whatever research programme or conceptual discussion that happens to be passing. Rather, we argue that the rise in interest in governance reflects changes in our society, and researchers' attempts to come to grips with the new empirical phenomena and practices that they are observing. The twin forces that mark out this era of change over the last few decades, we suggest, are globalisation and democratisation. These are the implications of our growing interdependence in a context where the expectations of citizens to influence the decisions that affect them have increased the pressure on established systems of collective decision-making, and brought

forth demands for new forms of governance. Governance has become a focus of academic and practical discourse because traditional literatures and ways of explaining were inadequate to the task. The world has changed and the rise of governance seeks to an attempt to understand the implications of these changes, and how they might best be managed.

Governance seeks to understand the way we construct collective decision-making. Its introduction as a term into our debates, coincided with a sense that existing models were failing to capture what was happening, and not providing an appropriate framing of key issues for reformers. In both political and economic spheres, the established ways of making collective decisions have come under challenge. The basic unit of political organisation, the nation-state has been challenged by the complexity of social problems, the strength of organised interests, and the growing internationalisation of interdependencies (Benz and Papadopoulos, 2006). The basic unit of the economy – the firm – has found itself the focus of new consumer demands, complex regulatory calls for ethical and social responsibility, and its institutions have to operate in an increasingly global market (Mallin, 2003). Much of the governance literature is about capturing the response to that changing world.

Collective decisions have still to be made by states and governments at all levels, and policy and strategic objectives have to be established by firms. Governance asks how these tasks can be undertaken with effectiveness and legitimacy. In the past, elections could be seen as giving governments the mandate and the state had the resources of finance, knowledge, organisation, and authority,

to ensure that social coordination was achieved (Chhotray and Stoker, 2009). Similarly, firms dealt with their businesses in relatively autonomous way sanctioned by the traditions and legal requirements of their national setting. Both states and firms now face challenges to their legitimacy and effectiveness that require them to consider alternative ways of making decisions.

Governance theory is about the practice of collective decision-making. A regular complaint across all literatures is that governance is often vaguely defined, and the scope of its application is not specified. These protests are particularly keenly expressed in our home discipline of political science. Most reviews on the development of a governance perspective start with the comment that governance has been used in a variety of ways in the political science literature (for example Kjaer, 2004; Pierre and Peters, 2005; Jordan *et al*., 2005) and note some difficulty with definition and focus in using the concept. According to Pierre and Peters (2000:7) the concept of governance 'is notoriously slippery' and Schneider (2004:25) comments that the conceptual vagueness of the term is the 'secret of its success'. As Kohler-Koch and Rittberger (2006:28) put it bluntly despite decades of work 'there is still confusion about the conceptualization of the term'. We recognise the validity of these concerns and the dangers that we add by our interdisciplinary focus.

To address anxieties over the scope and coverage of the term governance, we offer the following basic definition:

> Governance is about the rules of collective decision-making in settings where there are a plurality of actors or organisations and where no formal control system can dictate the terms of the relationship between these actors and organisations (Chhotray and Stoker, 2009).

There are four elements about this definition that are worth dwelling on a little bit more. First, we should clarify what we mean by rules. The rules embedded within a governance system can stretch from the formal to the informal. Decision-making procedures generally find expression in some institutional form and can be relatively stable over time, although not necessarily unchanging. Indeed one reason for growing interest in governance is precisely because established institutional forms of governance appear under challenge, and new forms of governance appear to be emerging. In studying governance we are interested in both the formal arrangements that exist to structure decision-making and the more informal practices, conventions and customs. In short we are most often interested when it comes to governance in what Ostrom (1999:38) refers to as 'rules-in-use', the specific combination of formal and informal institutions that influences the way that a group of people determine what to decide, how to decide, and who shall decide: the classic governance issues.

The concept of 'collective' is the second element in the definition that is worth dwelling on. Collective decisions are, rather obviously, decisions taken by a collection of individuals. But crucially although we can normally express our preferences through various mechanisms by way of the agreed decision-making processes, the outcomes of the process are then imposed (Stoker, 2006a: Ch 4). You are not guaranteed what you want even in a system of formally democratic governance. Collective decisions involve issues of mutual influence and control. As such governance arrangements generally involve rights for some to have a say, but responsibilities for all to accept collective decisions.

Thirdly, we should dwell on what we mean by decision-making. Decision-making can be strategic but it also can be contained in the every day implementation practice of a system or organisation. Deciding something collectively requires rules about who can decide what, and how decision-makers are to be made accountable. Governance frameworks can focus on collective decision-making in societal systems or internal processes within organisations. Governance can be concerned about collective decision-making on global issues, and concerned about the rules governing a local executive or administrative body. It is important to recognise these macro and micro elements of the governance debate and distinguish between them. But equally it can be noted that micro and macro perspectives are connected to one another and although most of the literature we review tends to take a more macro perspective, we consider that both perspectives offer something of value.

The final element in definition of governance that deserves further attention, is the idea that in governance 'no formal control system can dictate' the relationships and outcomes. Or put another way: governance is a world where 'no one is in charge'. Monocratic government – governing by one person is the opposite of governance, which is about collective governing. Authority and coercion are resources available to some in governance arrangements but never in sufficient quantity or quality to mean they can control the decision-making process. The characteristic forms of social interaction in governance rely on negotiation, signals, communication and hegemonic influence rather than direct oversight and supervision.

Governance theory is interested not just in offering explanation, it also seeks to provide advice. It has the character of being both concerned with 'what is' and 'what might be'. The study of governance is focused not just on aiding a better understanding of part of our world, but it also has a concern with how the functioning and operation of that world could be made better. The interdependence of our lives makes constructing mechanisms for collective decision-making an essential and significant human activity. We need to understand the changing ways in which the governance challenge is being met, and whether there are ways in which the way we meet that challenge can be improved. With all governance mechanisms there are input and output challenges to be met. Are the right interests involved in decisionmaking? Does the governance arrangement help the delivery of better outcomes? (Chhotray and Stoker, 2009).

The construction of governance regimes matters to the well-being of our societies. The world recognises that the under-development Asia and Africa are in part down to failures in national and international governance regimes. It is increasingly aware that if environmental issues are going to be resolve then global governance issues around the making of binding collective decisions will need to be resolved in order to resolve issues of global warming. Equally there is much intervention and policy premised on the idea that the performance of public services, for example, could be enhanced by better governance arrangements within and between the agencies involved. The operation of multi-national and powerful companies in a globalised world raises major issues about how they

make decisions and how they might be held to account for some of those decisions. So governance matters but choosing what options are best is not a technical matter but an issue of values and politics.

The processes of governance then demand to be understood analytically and empirically as a set of practices, rather than through the lens of a 'wish-list' of principles to be followed. We do not lay out a set of normatively-derived governance principles for all social systems or organisations. Although lists of such governance principles can be found elsewhere and do provide some valuable food for thought (Hyden *et al.*, 2004; Kaufmann and Kraay, 2007). Governance theory, helps to better frame an understanding of how the processes of collective decisionmaking fail or succeed in our societies. The crossdisciplinary lens to push that process of understanding further forward.

Governance scholars are interested in how governance arrangements are chosen (intentionally or unintentionally), how they are maintained or how they are changed. But governance is not a science with clear causal pathways to be identified, nor can it be adequately captured by laws, statutes or formal constitutions. Governance is a practice. We look at how governance theory has led to developments in the practice of corporate, participatory, and environmental, governance. Moreover, it is an intensely human activity and is not undertaken by super beings that are all-seeing and all-knowing. Governance is undertaken by human agents who are defined by bounded rationality – limited by their information processing capacities – and constrained by conflicting power positions and perceptions.

Two things flow from this statement (Chhotray and Stoker, 2009). First governance is a political activity; it is about coordination and decision-making in the context of a plurality of views and interests. Conflict and dissent provide essential ingredients to a governance process. Given human society, as it has been and as it might reasonably be expected to be in the future, people will make judgements about what is right for themselves and for others, and that there is no reason to assume that those judgements will be shared. Equally it is clear that as humans we need to find ways to act together, to engage in collective action, to resolve the problems and challenges of living together. Dunn (2003) defines politics as 'the struggles which result from the collisions between human purposes: most clearly when these collisions involve large numbers of human beings'. Politics informs governance in that it provides the raw material both to construct governance arrangements and the focus of much governance activity when it is operating.

The second factor is the governance is an intensely human activity is that its existence to some extent is explained by the limits of our human capacities. If we are all-seeing and knowing and could faithfully predict each other's behaviour then the frameworks and rules of governance would be unnecessary. We could exchange views and resolve conflicts without resort to institutions and practices that simplify our choices, limit our areas of focus, push our understanding in certain directions and provide rules of thumb or heuristics so that we have a rough idea about what to do in different settings. Governance exists in part because it provides us with effective ways to cope with the limitations of human cognition

and understanding. It provides architecture for choice in the context of our bounded rationality (Jones, 2001).

Governance arrangements are brought to life by decision-makers that are boundedly rational. Decision-makers, as it were, have to deal both with the external environment and their inner world, their cognitive architecture. The inner world helps them to focus on some things and ignore others and it is driven by habits of thought, rules of thumb, and emotions. Rationality is 'bounded' by this framing role of the human mind. Insights from social psychology and cognitive studies suggest that actors develop various coping techniques and heurists to deal with the challenges they face. Some are seen as providing effective ways of coming to a judgement – 'better than comprehensive rationality' – and others are seen as having in-built pathologies or weaknesses (Bendor, 2003). One of the characteristics of an effective governance mechanism is that it steers actors and the organisations they lead to certain types of desired behaviour in the context of bounded rationality. Governance at its best brings into play what Dunn calls 'the cunning of unreason' (Dunn, 2003).

The driving force behind the explosion of interest in governance is a sense that changes in the practice of governing our societies are being driven by powerful and relatively novel forces. Indeed governance systems are seen as particularly under pressure in all sectors of society as changes in the economic, political, social and ecological context place new demands on existing arrangements. The greatest of these forces for change is relatively easy to identify in the literature drawn from politics, international relations and development

studies, the spread of global economic and social links, and the rising power of democratisation.

2.7. Community-Based Education

Community-Based Education (CBE) consists of learning activities that use the community extensively as a learning environment by involving students, teachers, the community, as well as different sectors and agencies to be actively engaged throughout the educational process. CBE can be conducted wherever people live: rural, suburban, or urban areas. CBE involves problem identification and looking for solutions using local resources by involving all stakeholders. CBE is rendering service to society. This approach of education is also known as 'study service' (Asefa, 2000:229)

Community-based education is valued for extending participation in education, and in principle, for providing education that is informed by the interests and needs of the local community. These are just two key aspects, among a range of expected benefits. In its main sense, 'community-based education' or 'community education' is simply all education that takes place within a community and that is inclusive of the people within that community. 'Community' tends to be understood in a geographical sense, with the beneficiaries occupying a particular local area. Education that is more community-based will be more accessible for these people and more inclusive of them.

The term community-based education is often used interchangeably with informal education. There are some common characteristics that they share (The

City & Guilds Centre for Skills Development, 2012- Series Briefing Note 39-April, 2012):

    a. The education is offered in venues close to where people live that are not usually education institutions, for example in community centres.

    b. The education is offered at low cost to the learner, or free of charge, making it easily accessible for low-income groups.

    c. Learners are encouraged to participate, so community-based education should 'start from the concerns of the community and the learning programme develops from that point'

    d. The education is offered alongside a range of support services, or links to broader support services are made.

    e. It is seen to be attractive to people who traditionally have not participated in post-school education or training and those with few qualifications.

There are many viable definitions of community-based learning. Here, four characteristics capture the common essential elements for our purposes. Community-based education is a planned activity:

    1. by the community (group of people);

    2. in the community (common geographical locality);

    3. about the community (with common interest); and

    4. for the community (with common aspiration).

Essential ingredients of community-based learning identified by Ukrainian educators include (Institute For Sustainable Communities, 2001:13-14)

1. A multi-stakeholder community group that is motivated to deal with local issues;

2. Cooperation of community members from different groups such as schoolteachers, teacher trainers, NGOs, government agencies, business representatives, national parks, church, etc.;

3. Leader who is committed and able to facilitate the dialogue between the schools and the community;

4. Local issues that unify community members to take action;

5. Local data that is relevant, up-to-date,and specific to local issues;

6. Available resources, e.g., financial, human, technology, time, etc.;

7. Active/interactive teaching methodology that promotes critical thinking and encourages students to take responsibilityfor their own learning; and

8. Plan developed by community members.

The following is a list of basic characteristics of community-based learning:

1. a volunteer initiative of local community members;

2. relevant to students' daily life;

3. both the community and the school benefit from the cooperation;

4. participatory through multi-stakeholder engagement;

5. planned and implemented by both teachers and non-teacher community members;

6. local priorities are addressed within the framework of global issues;

7. a goal and objective;

8. a multi-year process;

9. action oriented with an emphasis on cooperation skills;

10. offers students the opportunity to take local action and see the impact and consequences of their actions;

11. interdisciplinary;

12. intergenerational;

13. takes place both/either at school and/or after school;

14. uses interactive learning methods; and

15. makes sure all students have the opportunity to learn in their preferred learning style and intelligence.

Community education also includes another distinct area of practice, 'community-based learning', in other words, the process of learning from a community. Under this definition, community-based learning involves learning by interacting with people and their every-day activities or concerns. For example, it can involve volunteering to help with activities that are important to local communities, or engaging in community work. Community-based learning was first recognised in medical teaching, as students were encouraged to work in a community setting focusing on population groups and also individuals and their everyday problems. The question of how to learn from a community is quite different from how to provide education for a community, but the terminology 'community-based education' and 'community-based learning' are often used interchangeably, so these are different areas of practice which are commonly confused.

For policy-makers and practitioners, a major objective of community education is to extend access to education for people who are otherwise excluded in some respect. For example, community education is often associated with adult education and mixed-ability groups, whereas school education tends to be limited to young people and is routinely divided into ability groups.

Worldwide, community-based education is supported in part to fulfill this purpose of extending educational access and participation. In many countries, community learning centres aim to broaden participation in education and be responsive to community concerns. In Thailand, the government has developed community education centres in order to provide equal access to education for out of school learners through literacy programmes, post literacy programs, basic education, continuing education, and vocational and life skills training. In this way, access to learning is extended to individuals who left school with few qualifications. In South Africa, community centres offer a wide variety of education options and provide safe spaces for engagement in learning among poor communities. The intention is to improve participation in education among the poor, and also to improve their feelings about their community by helping them to feel safe. In the UK, the USA, and many other countries, there are many community learning centres, youth centres, or community colleges which hold similar objectives. In all cases, the intention is to extend participation in economic or social life through these local services.

Community-based education tends to feel more informal and more familiar to learners in comparison to other educational experiences. The informal ethos can

be more appealing for people who have left formal education and training, and who have few or no qualifications. An existing case study of two community learning centres in Scotland illustrates this, finding that the community learning centres were seen as more approachable by members of the community who had not previously engaged well with education. This was not only because the centres were located in a more local and residential setting, but also because the training approach was more friendly and less 'formal'. Interviews with staff and students showed that good relationships between students and staff at the centres were very positive for students who had found mainstream education difficult.

While the criterias to be a community-oriented school: Schools sending their students for rural attachment or professional practice in different settings could claim to be community oriented. This is a traditional approach. To be real and effective community-oriented educational programmes, the following are the guiding principles and criteria:

1. Community-Based Education (CBE) activities should be introduced very early in the educational process

2. CBE must continue throughout the curriculum

3. CBE should relate to planned educational goals and objectives. Both students and teachers must have a clear understanding of the purpose of the activities and the expected results.

4. CBE must be viewed not as peripheral or casual experiences but a standard, integral, and continuing part of the educational process.

5. Appropriate time should be allocated for CBE, the minimum being 20% of the curriculum.

6. During CBE, student work must be real work that is related to their educational needs, and also forming part of the requirement for obtaining a diploma or degree.

7. CBE should follow the problem-solving steps of site identification, developing investigation tools, gathering data, processing, and analysis of information, listing and prioritizing problems, drawing plans of action, carrying out intervention, evaluation by involving students, teachers, the community, government and non-government development sectors (all stakeholders) in a concerted manner.

2.8. Business Enterpreneurs

The term "Entrepreneurship" was first introduced by Richard Catilon (1775), derived from the French language "Entreprende", which literally means "the intermediary". Originally the term was used for them whom buy goods and resell it at a different price. the term is increasingly popular after being used by Jean Baptista Say (1803), an economist, to describe the entrepreneurs who are able to increase the economic resources of low productivity level to a higher level of productivity (in Winardi, 2003). His opinion is closely related to the number of new discoveries that support the production of the 18th century, like the invention of the steam engine, spinning machine, and so on. Along with time, more and more experts are discussing entrepreneurship from a variety of viewpoints and trigger different definitions of entrepreneurship. Some definitions include:

Richard Cantillon (1775) is understood a term entrepreneurial classically as "self-employment". An entrepreneur buy goods at this time with a certain price and sell it at the future with uncertainty price. So this definition is more emphasis on how a person face the risk or uncertainty (Winardi, 2003).

Entrepreneurship Center at Miami University of Ohio sparked the notion of entrepreneurship as the process of identifying, developing, and bringing a vision into life. The vision can be innovative ideas, opportunities, or a better way to run things. The end result of this process is the creation of new businesses formed in conditions of risk or uncertainty.

Meanwhile, the father of modern management, Drucker (2008) points about entrpreneurship as the ability to create something a new and different one. This definition mean that a entrepreneur is someone who has ability to create something new, different from the others, or able to create something different from whatever already exists.

In line with the opinion of Drucker, Zimmerer defines entrepreneurship as a process of applying creativity and innovation in solving problems and finding opportunities to improve the lives (bussiness). Robert D Hisrich & Michael P. Peter state that entrepreneurship is the process of creating something new or giving a new value using the time and effort required, bear the risk of financial, physical, and social risks that accompany, receive monetary rewards was produced, as well as satisfaction and personal freedom. Included therein is a method of stimulating individuals within the organization who have thought that he could do something in a different way and with better results (Wijatno, 2009)

John Kao in Sudjana (2005: 131) states that "Entrepreneurship is the attitude and behavior of entrepreneurs". Entrepreneur is innovative person, anticipatory, initiative, risk takers and profit oriented. This means shows that entrepreneurship is an attitude and behavior of innovative, anticipatory, initiative, risk takers and profit oriented.

Entrepreneurship is the spirit, attitude, behavior and ability to handle a business or activity that leads to the search for, create, implement ways of working, new technologies and products to improve efficiency in order to provide better service and or gain greater (Instruction of President Number. 4 / Year 1995).

The both definitions of entrepreneurship, had seen in common, all three expressed their attitudes and behaviors contained in entrepreneurship. From here, can be seen that entrepreneurship is basically the attitude and behavior of people in doing an activity. Nevertheless, there are other experts who also put forward the concept of entrepreneurship in different terms.

Winarto (2004: 2-3) mentions that the Entrepreneurship is a process do something new and different to creating prosperity for individuals and adding value to the community. Accordingly Hisrich & Peter (1995) in Alma (2004: 26) explained:

> "Entrepreneurship is the process of creating something different with value by devoting the necessary time and effort, assuming the accompanying financial, psychic, and social risk, and receiving the resulting rewards of monetary and p ersonal satisfaction and independence."

In other words, entrepreneurship is described as a process of creating something else to spend the time and activities with capital and the risks, receive remuneration, satisfaction and personal freedom.

Accordingly, Suryana (2008: 10) explains that the term entrepreneurship can be interpreted as 'the backbone of economy', the central economy or as 'tailbone of economy', the controller of economic nation. Etymologically, entrepreneurship is the value that is required to start a business (start-up phase) or a process of doing something new (creative) and something different (innovative).

There are also opinions that focus on management factors of entrepreneurship, as stated by Izedonmi and Okafor (2007):

> "Entrepreneurship is a process of identification of a business opportunity in one's immediate environment, combining together resources and establishing an enterprise for the production and distribution of product(s) or service that emanated from such process".

From several explanations that have been mentioned, can be seen that, entrepreneurship has a very broad scope and dynamic nature. As for the emphasis on the definition of entrepreneurship that has been mentioned above, is the existence of a process and something new as a result of creativity, along with certain risks.

Thus, entrepreneurial activity not only at the level of the micro-economy, but it's included as well as macro-economic player. The dominance of the economic aspects inherent in entrepreneurial activity appears to be one of the causes of several experts who always associate entrepreneurship with business activities in a practically and pragmatically.

So far, there were some definition of entrepreneurship consider managerial business and personal perspective. Stevenson, Roberts, and Grousbeck (1994) see that entrepreneurship as a management approach and defines it as "the pursuit of opportunity without regard to resources". Schraam (2006) defines entrepreneurship as the process of a person or group of people to bear the economic risk to create a new organization that will exploit new technology or innovation process that generate value for others. Baringer & Ireland (2008) define the process of entrepreneurship as an individual pursuit of opportunity without regard to resources currently owned.

Hisrich, Peters, and Shepherd (2008) provides a definition of entrepreneurship as "the process of creating incremental wealth", because entrepreneurship found in all professions.. Hisrich et al. (2008) provide a definition of entrepreneurship as "the process of creating something new, valuable, by utilizing the time and effort required, taking into account the risk of social, physical, and financial, and receive compensation in the form of money and personal satisfaction and independence ".

The definition of entrepreneurship by Hisrich et al. (2008) above emphasize four basic aspects for an entrepreneur, (1) entrepreneurship involves the process of creation, creating something new. Creation must have a good value for the entrepreneur and the audience. (2) entrepreneurship requires time and effort. Only those who go through the process of entrepreneurship appreciate the time and effort that they use to create something new. (3) entrepreneurship has certain risks. These risks take a variety of forms in the areas of financial,

psychological, and social. (4) entrepreneurship involves rewards as an entrepreneur, the most important reward is independency, followed by personal satisfaction.

The characteristics of entrepreneurship presented above show that the characteristics of an entrepreneur is creativity. Therefore, it can be argued that an entrepreneur can be made, not born for granted. It is clear that entrepreneurship is basically the soul of someone who expressed through the attitudes and behaviors of creative and innovative ways to perform an activity. As for the person who has the soul, of course can do entrepreneurial activities or become entrepreneurial actors or better known as the entrepreneur. Conversely, the person does not has a soul, can't be called as an entrepreneur although doing business.

2.9. Conceptual Framework of Non Formal Education on the Basis of CBE

Educational government policy, has been more failure than success, and often raises new problems rather than solves the problem at hand. This problem occured because the existing of educational policies, often the government 's own initiative without discussion with individuals and groups whose interests are associated with the policies.

Although ideal in the context of democracy and social contract, sometimes the model of public policy analysis has a fundamental weakness in the reality of the interaction itself because of the interaction will be limited to the public have access, and on the other hand, there is a tendency from the government to satisfy their constituents rather than the public at large. We often see public policy if be fair, but when examined, only give benefits to small number of people or groups.

Lawsuit against, many current national education revolves around the quality of the graduates that do not match the needs of the business. Incompatibility (mismacth) is a major issue in the debate between education and the business world. The organizing of education has not been oriented to the "outside world" and cannot anticipate the development of labor market needs, so that the unemployment rate to rise .

The effectiveness of educational policy analysis, itself a major social service, is often affected by the social structure, which is a combination of such factors as income classes; castes; ethnic, linguistic and religious groups; and socially-deprived, marginalized and vulnerable populations. Some of these social groups may maintain different attitudes and values towards the utility of education, its priorities and the way in which it is delivered. Traditional cultural views may also exert an influence on schooling in terms of access and participation. Such views are often tied to the contents and methods of education including the language used in teaching and learning. Education policy analysis must therefore look into the many interactions between education and socio-cultural issues.

While the Community-Based Education is a manifestation of democratizational education through the expansion of educational services for the benefit of society. Community-Based Non-Formal Education is organizing model of non-formal education, which is based on the principle of "from the people, by the people and for the people". Communities have to be empowered, given the opportunity and freedom to design, plan, finance, manage, and judge for themself

what is needed specifically in the non-formal education which labor market and entrepreneurial-oriented (Smith & Gobel, 2010).

In a social-politic context more democraticly, the local education development and the results should be able to be inclusive in the sense of being able to make himself " belongs to " all segments of society, without exception . In other words, with the local autonomy refers to the thinking that the cornerstone of good governance, the development in the field of educational planning in the area now do not need to be guided by the center and with the model set by central preference. Therefore, education must be managed decentralistic by providing a place for the widest public participation. As an implication, education is a collaborative effort involving community participation. Participation in this context, in the form of cooperation between citizens and government in planning, implementing, maintaining, and developing educational activities.

Figure 2.1. is a visualization of Framework of Non Formal Education on the Basis of CBE:
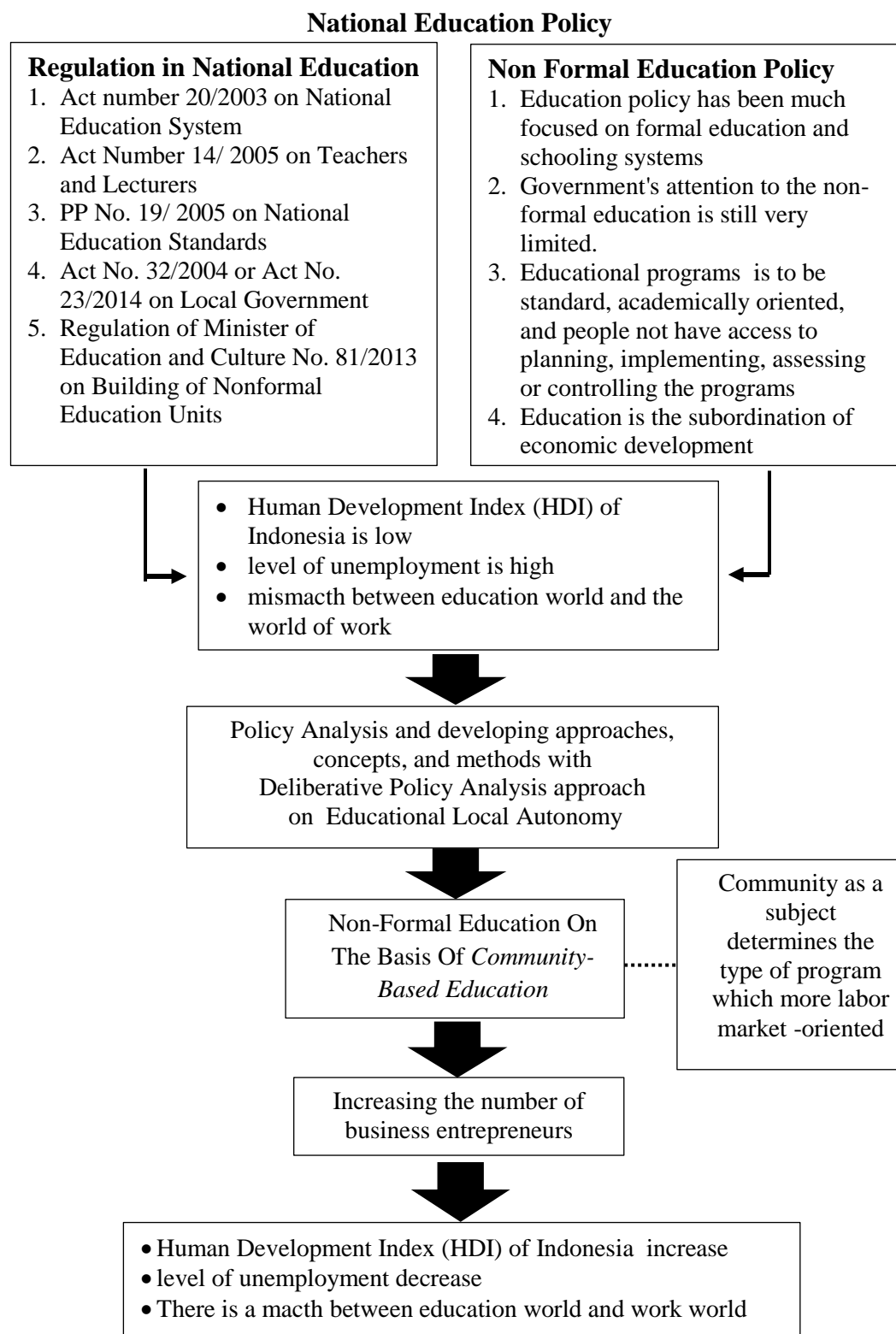
National Education Policy

Regulation in National Education	**Non Formal Education Policy**
1. Act number 20/2003 on National Education System 2. Act Number 14/ 2005 on Teachers and Lecturers 3. PP No. 19/ 2005 on National Education Standards 4. Act No. 32/2004 or Act No. 23/2014 on Local Government 5. Regulation of Minister of Education and Culture No. 81/2013 on Building of Nonformal Education Units	1. Education policy has been much focused on formal education and schooling systems 2. Government's attention to the non-formal education is still very limited. 3. Educational programs is to be standard, academically oriented, and people not have access to planning, implementing, assessing or controlling the programs 4. Education is the subordination of economic development

- Human Development Index (HDI) of Indonesia is low
- level of unemployment is high
- mismacth between education world and the world of work

Policy Analysis and developing approaches, concepts, and methods with Deliberative Policy Analysis approach on Educational Local Autonomy

Non-Formal Education On The Basis Of *Community-Based Education*

Community as a subject determines the type of program which more labor market -oriented

Increasing the number of business entrepreneurs

- Human Development Index (HDI) of Indonesia increase
- level of unemployment decrease
- There is a macth between education world and work world

Figure 2.1
Conceptual Framework of the Research

In formulating non-formal education policies, local government should not be guided by the central government and with models set by central government preferences. For all the interactions that shape the dynamics of social life, economy and daily politics in the region is considered by itself will be an important domain of local political instruments, like local government and local political representatives (DPRD) as well as mediation institutions such as NGOs efforts to create synergies between local governments, communities and private parties. During this time, the process of formulating the educational development policy agenda in the region is still seen dominated by local bureaucracy.

It is not surprising that government policy has been more failing than successful and often raises new problems rather than solving problems. This is because the existing policy is often a self-government initiative without consultation with individuals and groups whose interests are related to the policy. Therefor, the state is not understood as a political entity that plays a dominant role, as a strong state which in itself is regarded as capable of dealing with all matters of public interest on a wide scale. On that basis, although there is a political power of the government (central and local) and the legitimate legislative assembly, it does not have to deny the existence of the vast public sphere that society needs to govern itself, especially in non formal education.