

## **CHAPTER VI**

### **DISCUSSION AND ANALYSIS OF RESEARCH FINDINGS**

#### **6.1 Policies of Non-Formal Education to Increase Business Entrepreneurs in Sumenep Regency East Java**

At the first focus the researcher intends to describe explain the good policies of the government as well as from the non-government on the implementation of Non-Formal Education in Sumenep Regency, the following explanation on the matter:

##### **6.1.1. Policies of Local Government**

Based on interviews with several parties regarding the implementation of Non Formal Education in Sumenep, researcher concluded that all regulations or policies regarding the implementation of the policy of Non-Formal Education which is used in Sumenep all refer to the rules or policies made by the central government that the policy was made by the Early Childhood Education and Community Education (ECE-CE/PAUD DIKMAS). Where the General Directorate of ECE-CE provide guidelines to the NFE part under the auspices of the Department of Education of Sumenep Regency to be used as guidelines in the implementation of Non-Formal Education through the CLC scattered in several District in Sumenep regency.

But in fact, the implementation of Non-Formal Education in Sumenep Regency does not refer to the guidelines that have been made by the General Directorate of ECE-CE. Based on the findings, many kinds of activities they choose in any field depends on the agreement of members CLC. Yet of all the

policies in the implementation of Non-Formal Education has been clearly stated in the guidelines, but the implementation in Sumenep Regency is still not appropriate with the policies that have been set in the guidelines.

Based on the previous explanation, all policies governing the implementation of Non-Formal Education in Sumenep was formulated by the central government by the Director of ECE-CE. Whereas in Law No. 32 of 2004 and today it is transformed into Law No. 23 of 2014 on Regional Government that the substance of decentralization is the delegation of authority from the central government to local governments. It is explained in article 11 and 12, that the regional authority consists of two matters, that are mandatory government affairs and selection government affairs. Government affairs shall relate to basic services such as education, health, public works and spatial planning, housing and residential areas, tranquility, public order, and protection of the community, and social. The law establishes the role of local governments in taking part of the mandatory government affairs, for instance education.

Therefore, as the policies made, the local governments of Sumenep are required to participate in the education affairs, including Non-formal Education. This can be observed in Work Plan of Regional Development of Sumenep which is clearly stated that Non-Formal Education is the responsibility of local governments through the department of education of Sumenep. In addition, the presence of Non-Formal Education is also defined in Regulation of Sumenep regency No. 7 of 2007 on Education System Operator, which is also stated that

Non-Formal Education is also the responsibility of local governments through the existence of department of education of Sumenep.

In fact, the Government of Sumenep Regency is also responsible in organizing Non-Formal Education in Sumenep regency, but the actors who organize Non-Formal Education in Sumenep as if they do not accept if the policies regarding Non-Formal Education is governed entirely by local governments. It is because the actors who manage Non-Formal Education in Sumenep Regency assume that if policies regarding the implementation of Non-Formal Education are controlled by the local government, all guidelines or regulations from the central government will not run well because it will be obstructed by the existing policy in the region. Furthermore, local government policy is considered still not optimal in managing the Non-Formal Education in Sumenep, for example. the perceived problem about unreasonable honorarium rewards which are unequal with things that are already done.

The case above is in accordance with the argument stated in the research conducted by Budiyo (2008), who states that the System of Non Formal Education in Slum Region of Kemayoran: Education in Indonesia is facing very basic three main challenges, such as the economic crisis, globalization and autonomy area. Therefore, it requires adjustments and changes in the national education system.

Non-Formal Education is an educational option outside formal education that can be implemented in a structured and multilevel system. Non-Formal Education outcomes can be rewarded on a par with the outcome of a

formal education program after going through an equivalent assessment process by an agency designed by the Central Government or a Regional Government with reference to national education standards.

Moreover, in a study conducted in Central Java about implementation of regional autonomy policy in education which is reported by Baedhowi (2010), resulted several findings. First, from the perspective of policy initiation, the decision-making process is not objectively determined by analysis of needs (needs analysis) to solve common problems but is determined by the policy makers of local actors with more short-term range. The decision making process that applies to this case tends to result a lack of relevance of education policy with the needs of the community. In the practice, the main actors Regent / Mayor and Commission E of Parliament, are much more dominant and mutual influence in setting the policy, not the actor, but the executor of the Department of Education. In the formation and implementation of policies, people are not engaged and empowered, and have not been mobilized significantly.

Second, the ability of local government apparatuses/city views from the concept of capability is not sufficiently effective in the management of education services in their respective areas. The staffs at the Department of Education have the quite high average educational background and the relevant employment background, but bargaining (bargaining position) are lower compared to other actors, Regent / Mayor. Instead, the main actors (Regent / Mayor), who have a higher bargaining power, have lower educational background and are irrelevant with the job. This educational background and unbalanced job affect the

interaction among the actors that are involved in the implementation of education policy. As the result, the decisions made in the determination and implementation of policies tend to be less qualified and affects the user community of education policy.

Third, organization and management as a supporting system cannot provide the facility to the part of the implementation of the education policy to the public. Apparatus as implementers of education tend to serve as a sub-ordination of actors, policy makers and not as equal partners whose job is implementing many innovations in education to be more qualified. In carrying out its functions 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 differences in nomenclature and the official name of the organizational structure create difficulties in coordination between the district/city, provincial and national level, especially in the implementation of institutional capacity building program.

Fourth, the budget provision for the implementation of education policy and program types vary between autonomous regions (e.g. Kendal Government allocated a budget for education is greater than the budget allocated by the government of Surakarta). Regarding to the usage, they tend to allocate funds for physical education programs. This finding is consistent with the findings and Lammert Paqueo examined the experience of the implementation of regional autonomy in several countries (Harbison and Hanushek, 1992). Lammert Paqueo study finds indicators that show the tendency of local politicians (decision

makers) in using the funds to finance physical activities, and programs that quickly results can be seen in the short term.

Fifth, the availability of facilities and infrastructure for the implementation of the education policy in both Kendal and Surakarta Regency at least is fulfilled, but not supported with adequate care costs. The study also shows a consistent tendency and interest in these two areas, the budget submission for the procurement of new infrastructure is cheaper than the budget submission for the maintenance and repair of facilities and infrastructure that already exists.

Sixth, Indonesia as a country that has a large area coverage to implement regional autonomy. One fundamental consideration is the government may not take care of themselves without the authority and responsibility of government stock and with local government, and society as a user of policy.

Despite the decentralization of education management occurs, but the responsibility for management of the national education system remains in the hands of the minister who was tasked by the president (article 50 paragraph 1), the national minister of education. In this case, the (central) government determines national policies and national education standards to ensure the quality of national education (article 50 paragraph 2). While the provincial government coordinates on the organization of education, development of educational force, and the provision of facilities for education across the district /city to the level of primary and secondary education.

Therefore, in Baedhowi study (2010) of the central government should make a breakthrough so that the problems can be resolved on regional autonomy,

such as; First, they must review and improve the laws and regulations related to regional autonomy; Second, to decrease the "burden" of the district/city to implement regional autonomy in the area of education, there should be a review of the authority and responsibility of the education given to the district/city, according to the translation capability and capacity owned by the district/city. One authority districts/cities that should be considered is the authority associated with the recruitment of teachers. For districts/cities, the first order for the implementation of the regional autonomy policy more effective, the government is expected to involve more people in the decision-making process; Second, for the implementation of regional autonomy, local governments need to consider the educational background and experience which are relevant to the field of education, in hiring and filling the respective positions of each actor in the policy; Third, to accelerate the implementation of regional autonomy, education, local governments must have a program of action, such as: capacity building of human resources, improvement of translation capabilities, structuring and managing the organization, and increasing the education budget.

Based on research from 1950 to 1980 in Latin America and the Caribbean focus on innovation and activity in the non-formal education, Non-Formal Education is often used as a central strategy for socio-economic change and improvement for the poor. Non-Formal Education programs are designed to build regional infrastructure and create more capable human resources and are possible to be placed in a certain position which is more responsive to world market demand. The Programs related to Human Capital give more support to maintain

social and political life in terms of the status quo. An opportunity for policy makers to develop strategies and advocacy of the poor in this case becomes clear (Rama, 2012).

Therefore, Non-formal Education-in this case is the Entrepreneurship education- contribute to the changes in individual behavior for social change. In other words, if an individual requires basic skills and the community is seen as a system that requires adaptation, then the Non-Formal Education should be seen as a contributor. Non-Formal Education is used over the limit of socio-economic or ethnic group to facilitate more radical changes involving access to political and economic resources, which is often failed. Non-Formal Education is more impotent than formal education because they have to deal with the separation between politics and economics. Therefore, the planning of Non-Formal Education programs should be adapted to the social classes and ethnic based on a specific goal. Non-Formal Education should be seen as an alternative to the formation of character through dependence, interests and discontinuity, and it is very difficult to see it makes a major contribution to the social resistance to individual change, since the access to opportunity are firmly anchored in schooling.

Non-Formal Education is being a part of the international discussions mainly concerned with educational policies in the era before the 1960s and the late 1970s. It can be observed how the relation between the concept of continuing education with the concept of lifelong education. Tight (1996: 68) proposed the concept of extent education unification and lifelong learning completely and



thoroughly, so that to unify the Non-Formal Education is considered to have a role in 'acknowledging the importance of education, learning and training what takes place outside Recognized educational institutions'. It is similar with Fordham (1993), who points out that since 1970, there are four basic characteristics relating to the role of Non-Formal Education in the community: a) relevant to the needs of unfortunate community groups, b) addressed and has a special interest in the category of specific targets, c) focused on the program that suits the needs, d) flexibility in organizing and method of learning. As the time flies, then the various policies in Non-Formal Education is often changed. And this greatly affects the sustainability of both institutions. Therefore, it needs a strategy in taking the policy so it is not wrong in determining the step for the improvement of education (Abdullahi & Sinani, 2012)

In many countries, the discussions on Non-formal ducation issues become specific topics, as well as education is regarded as capable of giving way and solutions to the problems of public education services, especially people who are not served by formal education. Alan Rogers argues in one of his books: 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 itself cannot respond to challenge of modern society and therefore welcomes to reinforcement by Non-Formal Education (Rogers, 2004). However, in discussing the Non-Formal Education should not be separated from

the underlying concept of how the Non-Formal Education is fully developed in accordance with its basic principles. Therefore, analysis of the connection between Non-Formal Education with community learning, informal education and social pedagogy is something that remains to be reference.

In many cases, Non-Formal Education is perceived as an ideal formula and more respect than the formal education. Nevertheless, we still consider that the Non-Formal Education remains a part of the educational system whose existence cannot be separated with formal education especially in the context of lifelong education, so it is not perceived that Non-Formal Education is more powerful than formal education or Non-Formal Education is lower than formal education. But it should remain an important note that formal education is not perceived as something that is scary for people. Pigozzi said 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 the various government agencies in the region as well as with non-governmental institutions, especially community. From the various concepts and the development of non-formal education, the question arises is: why does Non-Formal Education become an option to provide educational services to the community including children and youth that there are at school age? This question is the rationale basic for building qualified Non Formal Education and on par with formal education, but the developed model should be different with the formal education because the characteristics of the target of Non-Formal Education is heterogeneous, whether

in terms of opportunity, the time, or a variety of conditions related to life society as a goal (Ngaka, Openjuru & Mazur, 2012).

Based on the condition, the Non-Formal Education should be prepared in a flexible model, the learning tailored to the needs, the appropriate curriculum, adjusted time with the opportunity goals, empowerment and community participation as a basis in the management, self-reliance is learning objectives and others (Ololube & Egbezor, 2012). Furthermore, the quality of the learning process and the quality of learning outcomes is the standard which should remain a benchmark and is equivalent to formal education.

In brief, the autonomy about the regulation of Non-Formal Education from central government to the government of Sumenep already exists. The application of non-formal education by providing skills to learn, work, or developing self-business as entrepreneurs in various types of skills. In line with various advances of education, especially non-formal education, there are any problems and obstacles that need to find alternative solutions. One of the most prominent issues is the issue of equity in education, where rural and isolated society are still unaffordable by formal education and can be reached with non-formal education. These society groups need attention, so that their quality and standard of living can be improved, so that their existence should be known to be able for developing non-formal education programs that relevant to their learning needs.

It can be observed from Sumenep Regional Regulation No. 7 Year 2007 about the Education Provider and it is also stated in the Local Government Work Plan Sumenep Year 2015. However, the reality shows that the actor who has the

authority to organize Non-Formal Education in Sumenep-- in this case is the Department of Education-- only refers to the instruction guide technical granted by the central government, while its implementation showed that the implementation of Non-Formal Education is also not in accordance with these guidelines. It shows the weak regulation of the education system which is made by the government of Sumenep because it is not able to cover the needs for organizing Non-Formal Education as part of the education system, including on the technical engagement and budgeting allocations, especially for non-formal education.

Results of this research are strengthened by Hill and Hupe's theory (2002), the pattern of fundamental development to the three main theories: deliberation, institution, and governance and Cross strengthens (1997), the government should not be " clientelism " in which authority is controlled by a top authority figure who can set everything up with the bottom of the social structure, in accordance with the criteria (top-down approach). The Policy on NFE is organized by the General Directorate of PAUD DIKMAS under the Ministry of Education and Culture. The implementation of NFE so it has not been able to cover the needs for organizing Non-Formal Education to increase the number of business entrepreneurs.

From the discussion above, it can be arranged a **minor proposition (1)** and **(2)** as follows:

- 1) If the Non-Formal Education policy is set with the special regulation by local authorities and not only based on the rule of the central government, the Non-Formal Education in the area be able to run smoothly.**

- 2) **If the policy of Non-Formal Education relies solely on technical and operational guidelines of the central government, the Non-Formal Education in the area does not run in accordance with local needs.**

#### **6.1.2. Policy of Non-Government (NGO, business, informal leaders)**

Based on the results of interviews with the party of implementation of Non-Formal Education in Sumenep, researcher concludes that beside the policy of the central government and local governments in terms of issuing a policy governing and responsible for the implementation of Non-Formal Education in Sumenep regency, it turns out there is also a policy of non-government (NGO, business, informal leaders) that is also basically responsible in giving lessons to the public, both basic learning (reading, writing and arithmetic) and entrepreneurial learning. However, that is an issue that its existence is not well coordinated, so that each non-governmental organization conducts their own activities in providing empowerment to communities in Sumenep regency.

This case is similar with the argument stated by Abdullai & Sinani (2012), Non-Formal Education as a Challenge for Education Policy: Macedonia has the potential for good governance, but should invest in social capital through non-formal education. To overcome the social crisis and deal with the challenges of good modern governance is essential. Lifelong education requires permanent investment in the implementation of Non-Formal Education program, as an opportunity for all citizens in civil society. There is no conceptual frameworks and strategies for Non-Formal Education in Macedonia. Non-Formal Education is in very poor condition due to lack of complete legal framework, coordination and cooperation among social partners, as well as inappropriate transparency and

accessibility of this type of program. One of the biggest promoters of Non-Formal Education in Macedonia is the non-governmental sector aided by foreign donations.

There is a youth NGO that has the capacity, knowledge and experience to offer these kinds of programs. NGOs as one of the government partners to accelerate the national development process in all fields, but the problem of coordination leads to duplication of effort in the sector and unbalanced NGO offers more than obvious. Another big problem is the accessibility of the NGO's program to the general public. Most participants in the focus groups of unemployed do not know the concept of Non-formal Education. Non-Formal Education providers should ensure a partnership not only with the structure of decision-making, but also with the authorities, educational institutions, the business sector and social partners, local organizations, research centers, etc. Our system of institutions, especially in the field of education and labor and policy social should pay more attention and show readiness for greater support and recognition of the importance of Non-Formal Education to decrease the unemployment rate in Macedonia.

The situation in the field of Non-Formal Education in the Republic of Macedonia needs urged and fitted approaches from the country through the establishment of cooperation between sectors of different governments, between the Government and other factors in the country, such as trade unions, economic space, employers, educational institutions, associations civil, etc.

Observing the data above, there is not only a policy of the government, but in the implementation of Non-Formal Education in Sumenep regency is also a policy of non-government. Therefore, the researcher concludes if the elements of development such as government, individual, and community will be well-coordinated in the future, so that, indirectly, the implementation of Non-Formal Education in Sumenep towards the concept of governance.

Governance is about the rules of collective decision making in the settings in which there are a number of actors or organization and there is no formal control system could dictate the relationship between actors and organizations (Chhotray and Stoker, 2009) .There are four noteworthy element of the definition, such as following:

First, we must define what we mean by the rule. Rules embedded in the system of government which can stretch from the formal to the informal. Decision-making procedures in general find expression in some forms of institutional and is relatively more stable over time, although not necessarily changed. Indeed, one of reasons of the interest increasing in governance is precisely because the established form of government institutions appear under the challenge, and new forms of governance seem to appear. In studying the system, we are interested in the formal arrangements that exist to structure decision-making practice, conventions and habits which are more informal. In short, we are very keen when it comes to governance in which Ostrom (1999: 38) defined it as 'the rules which is used', which specifically combines formal and

informal institutions that influence the way that a group of people decide what to decide, how to decide, and who will decide: issues of classic governance.

The concept of 'collective' is a second element to be considered further. Collective decision is a decision made by a group of individuals. Yet, most importantly though we are usually able to express our preferences through a variety of mechanisms in a manner agreed upon decision-making process, the results of the process are then used (Stoker, 2006a: Chanel 4). It does not guarantee what you want even in the formal democratic system of government. Collective decision involves issues together in influence and control. As governance arrangements generally involve the right to have a voice, but it is responsibility for all parties to accept the collective decisions which are made.

Thirdly, we must think about what we mean by decision-making. Decision-making can be positioned but can also be contained in daily implementation practice of a system or organization. Deciding collectively something requires rules about who can decide on what and how decision-makers must be made accountable. Governance framework can focus on collective decision making in social systems or internal processes within the organization. Governance can concern about collective decision making on global issues, and worry about the regulations governing the local executive and administrative corporation. It is important to recognize the elements of macro and micro of the governance debate and distinguish between them. Yet, the same thing can be noted that the micro and macro perspectives that are connected to each other and



even though most of the literature we reviewed tend to take more macro perspective, we consider that both perspectives offer something of value.

The last element in the definition of governance, is the idea that the government 'no formal control system that can dictate' relationships and results. In other words: governance is a world in which 'no one is responsible'. Monocratic government is a government which is regulated by one person, is the opposite from governance, which is about a collective government. Authority and coercion resources are available in some government arrangements but never fulfill the quantity or quality to control the decision-making process. The forms of social interaction characteristics in governance depend on the negotiations, signaling, communication and hegemonic influence rather than direct control and supervision.

Furthermore, globalization is a global process to the level of a rapid and radical change in various aspects of human life for their technology. Today, we think that the world is shrinking, with the sophistication of the technology we no longer insulated by space and time. With technology we can communicate with anyone, anytime and anywhere. However, behind the sophistication and the changes that occur can cause discrepancies if we are not ready to face those changes.

The problems of the world and national issues which become more complex demand of society to constantly learn in order not stutter to the changes. The population is growing, energy reserves are increasingly depleted, the variety of different cultures, internal and international conflicts, requires us to constantly

learn. The fact that shows that conventional education at this point contributes less in solving existing problems, even widen the gap. The higher education a person has, he is getting knocked out his life. School education is an alternative education that could give a new color in the world of education.

Non-Formal Education in the 70s was the golden phase, then faded. However, today it began to rise in order to contribute in creating the qualified human resources go hand in hand with formal education. It is expected that NGOs, private sector, community leaders are able to contribute in producing a superior generation that is ready to make this nation a nation that has the authority and is respected. Besides, they are ready to compete at international level. At this point, the author tries to elaborate on how the Non-Formal Education (entrepreneurship education) can be a bridge to be able to solve the existing problems, and contribute in shaping the qualified human resources as the main capital in development to face globalization.

Human Resource Development in the future through Non-Formal Education should be adapted to the changes that occur in society. According to Botkin (1983) the most suitable learning activities in the future is an innovative learning that blends anticipation learning and participation learning or learning with another students. Anticipation is the human capacity to face the new situation which is possible and unprecedented. Anticipation relates to the future to be able to foresee the future and evaluate the consequence of the decisions themselves that have been taken. Innovative learning emphasizes the readiness to act in a new situation and exploration of what might happen. Participation related to the

anticipation of the time while participation with regard to solidarity in space, meaning temporal anticipation while the geographical nature and partial participation. Anticipation is a mental activity while participation is social. Participation is an active process that requires effort and work. Effective participation will expand the understanding, the capacity to recognize consciously, knowing the context in real time, comparing the reference and the face value of conflict by demonstrating knowledge and actions related to the active participation in the perspective of autonomy.

The concept of autonomy mostly attributed to individuals, it can also be used by the public. In this case, it is defined as the ability to stand alone, self-independent. Autonomy in education terminology derived from critical decisions, while autonomy for the community is a cultural identity, and for individual autonomy is the key to self-fulfillment. Integration means increased capacity to get into the wider humanitarian relations, cooperation, creating relationships with others, knowing the broader system and observing the whole parts. It means observing the things from the whole parts and the ability to determine the cross-correlation and connection between the issues based on their holistic perception that allows the growth of integrative thinking.

According Sudjana (2005: 399) development of Non-Formal Education in the future need to pay attention to some of the following: First, Non-Formal Education need to be more proactive in reforming the vision, mission and strategy to change the educational programs which were originally oriented to produce graduates as job seekers (worker society) as an effort to produce graduates who

have skills and ability to be independent and job creation (employee society). Non-Formal Education should be oriented to realize the quality of learners who are marked by steadiness of faith and devotion (IMTAQ) and Morals sublime, the mastery of science and technology and skills (functional skills) in accordance with the needs of society in the governance of global life.

Second, elements of Non-Formal Education system need to be carried out fully and completely that includes components, processes and objectives. This system should be applied in each unit, type, and Non Formal Education program. This component consists of environmental input, the input means, the input of crude and other inputs. The process is a dynamic interaction between inputs, especially educators and learners through the efforts of learning, guidance and training. The process is based on the needs of learning, goal-oriented, learner-centered and departs from the experience of learners, in this process should be used continuum approach between pedagogy, andragogy and or gerogogy.

Third, improving vision, mission and strategy of the development of non-formal education. Educational Vision covers philosophical viewpoint that learners have an attitude and behavior that can change into positive and constructive attitudes and behavior, and has the potential to learn and be learned.

Fourth, Non-Formal Education improves orientation alignments to many people. They are the largest part of citizens who are still suffering from underdevelopment, namely poverty, lack of understanding, health - illness and others. They are people who are under stress in his life. The poverty includes structural, cultural, and natural poverty. Learning strategies to the grass root level

is the development of human resources through learning to build an organizational culture in community organization and community economic development.

Fifth, Non-Formal Education needs to develop three aspects of internal coaching with the institutional research efforts, management and production. The research effort is directed towards fostering empirical coherence among the theories relating to Non-Formal Education such as the theory of management education programs, the learning, the impact for graduates, educational technology, information, values of social culture, the appearance of leadership and institutions appearance of non-formal in the external environment institutional. Management development is directed to realization of total quality management in any educational program, the TQM cost effective management, quality control, the relationship between the functions of management, productivity and the quality of learning, education transformation and change management, staff management, development deregulation of education, management socialization of cultural values, management training based on the needs of society and the application of ethical management professional in non-formal education. Production of Non-Formal Education institutions include the production of learning materials, the results of scientific studies and other production.

Sixth, in improving a large non-formal educational mission, the organizers institutions and the implementor of educational programs cannot work alone without any cooperation with other parties.

Besides, public policy- including Non Formal Education policy- always be associated with the activities of the government and bureaucracy.

Government's organization which are structured based on the principles of bureaucracy, has a very wide scope of activities. The government can do a lot of things through the policy-making process. Therefore, public policy that is established to solve the problems of society, cannot be separated from government institutions (bureaucracy), especially concerning the technical areas that become the main task (Thoha, 2008).

Along with the reform of the administrative system to be more democratic, it also develops the idea of good governance. The paradigm in understanding the meaning and role of the state, and a modes of governing, began to change. The state is no longer understood as a political entity which plays a dominant role as a strong state, should not deny the existence of public spaces (public sphere) which is widely needed by society to regulate itself.

In the good governance, Abdul Wahab (2002) argues that the state must be willing to share the role, sharing of power, and collaboration (mutually) with autonomous social forces in society. Thus the state is viewed not as an institution "cut off" of society, but as an enabling institution. From the basis of thinking, the concept of synergy in public policy appears. As a way of looking inside to see the country, it means that the state no longer plays a dominant role. Unlike the situation in the past, it is increasingly thin the state power influence today, though not losing symbols of existence and its central role.

At a certain degree of synergy in the concept of public policy, it may be referred to a reaction to the thought of the desire to deny the role of the other party and developed on the basis of the Zero-Sum game approach which tends to

anarchy. The concept of synergy arises from the need to build a society on the basis of mutual beneficial cooperation and alignment as well as guided by rational thought, open and democratic. It is observed from the point of policy synergy concept, all development activities are regarded as collective social action. Therefore, development is a process that must be discursive and dialogical, not decreased just as a technocratic issue, and be regarded as a domain and affairs of the bureaucrats and politicians alone (Gaffar, 1999).

Regional autonomy- which aspires to advance the creation of a democratic local government - would require the change of the paradigm used in running the bureaucracy and public administration. The paradigm is also in the process of public policy making, especially those which is directly related to the educational development planning of the area. Concretely, it means that in a social context which is related to democratic politics, education development in the region and the results should be able to be inclusive in the sense of making himself "belonging to" all segments of society, without any exception. In order to meet that demand, local governments are charged to be open as a modern government institutions, the willingness to open himself to the participation of other parties outside of government in education policy-making process in order to improve the quality of public policy. In other words, the presence of regional autonomy which becomes the foundation of thought refers to good governance, so the local development, entirely becomes political elite responsibility, elite bureaucracy and critical exponent of the local community itself (Williams in Abdul Wahab, 2012) .

Similarly, Tjokroamidjojo (2001) points out that not only governments, but also the citizen/society and the private sector role in the implementation of non-formal education. Quoted the term Cross ( 1997:3-5 ), the government should not be "clientelism" in which authority is controlled by a top authority figure who can set everything up with the bottom of the social structure, in accordance with the criteria (top-down approach). Of course this can be done if the public and the private sector itself have been increasingly capable and empowered. The development efforts through a synergy between the public-private-government, may be seen as a form of government that empowers the public, especially the business sector in order to become a partner of the government. Therefore, good governance is intended to support the development process and the empower resources.

Compliance is a requirement for graduates of all parties, especially consumers as users of products from a particular company or industry. School graduates are not only based on the quantity only, but the quality was also considered in quality of care, services, and products which are produced. For industry, an industry quality benchmark of running a business successfully will be measured in terms of the industry's ability to compete with other industries. The quality among the profit organizations is as a result oriented product with certain benchmarks, such as the fulfillment of the requirements demanded by the consumer to the product. Another benchmark is the ability to meet the conditions demanded by consumers since the beginning, by the way continuous fit their wants and needs are always changing and evolving (Namawi, 2003). Therefore,



with the constant demands of the consumers in accordance to the development era, the product provider agency should maintain the quality and quantity of product conformity so that it is always marketable.

According to Tjiptono and Diana (2002), the quality is a dynamic state associated with products, services, people, processes, and environments that meet or exceed the expectations. When it is related with the education sector as a non-profit organization, the quality can be observed from how the institution is able to provide services to the users of educational services measured by the quality of the graduates of the institution.

In order to achieve this quality, the efforts that should be done is to hold a reorientation of education of the management towards the center-based quality improvement quality management school based around the school where there is definitely the business or industry that will be a supplier of students who have finished their education. Management-based of employment world that is around the school is a concept that offers autonomy to the school to determine the school's policy in order to improve the quality, efficiency, and equity of education. In implementing the job-based school management support, it needs skilled human resources and quality, empowering local authorities and streamlines the system and eliminating bureaucratic overlap (Mulyasa, 2013).

School-based management model of partnership employment world is a new alternative in the education management with more emphasis on self-reliance and school creativity. It is because the claims of conformity to the quality and quantity of graduates become the benchmark of success in the school, in

accordance to the needs of the employment world. In order to achieve the sustainable suitability in more focused graduate quality, the improvement of the management of the school needs a serious attention. School-based management model of employment world partnership, ranging from the environment, inputs, processes, products and impacts should be done consistently so that graduates are expected to be equipped in accordance with the needs of the employment world.

Education that treats students as subjects is a tribute to the child as a whole human being, who has the right to actualize himself to the fullest in the aspect of intellectual, spiritual, social, and kinesthetic. Children are no longer forced to the wishes of the parents, whereas parents are only a facilitator who help the children discover their talent or interest. Teachers are the facilitators who help children discover their talents and help them to be able to maximize the potential that exists in itself so it can grow naturally and be able to integrate the knowledge that they have. Teachers not only provide the necessary lesson, but also give the example and develop the creativity of the learners. This paradigm is the foundation of the creative education of learners who crave to be the subject of an independent longlife learners, responsible, creative, innovative, and entrepreneurial.

However, one of the educational issues in Indonesia today is the low quality of education, from global challenge specifically in the competitive employment world. The employment work is often identified with the labor market where the job seekers get the available jobs with the demands of competences between the worker and the type of work (Rosyidi, 2006). On the

other hand, the labor market is defined as a condition that shows the gap between the real situation with the expected one, both in quality and quantity. According Insukindro (2008), he points out that regarding to the needs of the market is the sum of all the demand faced by every firm (company) people. If the individual demand curve is summed, it will get a curve needs/demands of labor market.

The labor market is nothing more than the arithmetic sum of horizontal competencies few requests both quantitative and qualitative needed by the workforce. In other words, the amount requested by the customer or the market (market quality demanded) at each price level is the sum of all individual amounts requested on the price level.

While this research is meant by the employment world is an external market tertiary labor market, business and industry and the wider community (Nurkolis, 2003). Thus, the employment world is a place where business units perform the labor which is required to use both the government and private firms or people related to the product/graduated from an educational institution in accordance to the needs of the employment world.

In this globalization era, in which the world has no limits, the demands become more uncertain. Therefore, the government's effort to overcome this problem is through increased education graduates conformity with the employment world (Abdullai & Sinani, 2012).

Furthermore, the planning development of education does not need to be guided by the model which is set by central preference. Interactions that shape the social dynamics, economic and political daily in the areas which are considered,

would be an important domain of political instruments of their own areas, namely local government and local political representative corporation (parliament) and other mediating institutions.

Furthermore, the preparation of agendas and their policies such as education, is rarely produced as a result of the demands of social groups or political parties. Agenda preparation is a phase and a very strategic process in the reality of public policy. In this process there is room to interpret what is called a public problem and the public agenda needs to be taken into account. Social organizations and political channels, may not develop or is likely intentionally suppressed or turned off via the power of government policies as well as the interest groups. It is assumed that the participation of interest groups in the policy formulation process is something which is "illegal" and "inefficient." Therefore, it is not surprising that the government's education policy has been failure more than success and it often raises the new problems rather than solve the problems. This incident occurs because the existing education policies is often based on a government's own initiative without consultation with individuals and groups whose interests that are associated with the policy.

Associated with regional autonomy, local government administration system greatly affects to educational administration, which will organize the supporting educational resources. The implementation of these policies is viewed from the aspect of theory, the tools and administrative law in which various actors, organizations, procedures, and techniques should work synergistically,

coordinate systemically by many stakeholders, and implement policies in order to achieve the purposes and impacts are desired.

Strengthen Stoker (2006a) on Collective decision as a mechanisms in decision-making process, the results of the process are then used as a policy. strengthen Abdul Wahab's view (2002) that the state must be willing to share the role, sharing of power, and collaboration (mutually) with autonomous social forces in society. Thus the state is viewed not as an institution "cut off" of society, but as an enabling institution. NGO, businessman, and informal leaders basically also give lessons to the public, both basic learning (reading, writing, and arithmetic) and entrepreneurship learning. each of the NGO, businessmen, and the informal leaders, in providing Non-Formal Education to increase the number of business entrepreneurs, they do on their own without coordination with the Government of Sumenep regency.

From the previous discussion it can be arranged a **minor proposition (3)** :

**If the Non-Formal Education has been undertaken by NGOs, entrepreneurs, and informal leaders accommodated by local government in local policy, the Non-Formal Education policy be better and more comprehensive.**

From the minor proposition above, it indicates that the problem of Non-Formal Education which occurs in Sumenep Regency cannot be addressed properly, because the local needs is not accordance with technical instructions set by the center government. The regulations which are arranged by the center government will be constrained by the existing regulations in the area, because basically every area has different human resources, natural resources and the optimization of stakeholders levels.

## **6.2. Policy Analysis of Non-Formal Education on The Basis of Community-Based Education to Increase the Business Entrepreneurs in Sumenep Regency**

Policy Analysis of Non-Formal Education on the basis of Community-Based Education to improve entrepreneurs in Sumenep based on the opinions Wildavsky (1980) argues: policy analysis takes as its subject matter the issues facing policy makers and aims to correct the problem through the process of creativity, imagination, and craftsmanship. In this context, the main task of policy analysts according to Johnston and Clark (1994) is: change a problem to be constructive. So that, based on Non-Formal Education policy issues in Sumenep, the basis of the policy issues are the following: regulations, institutions, resources, coordination, curriculum, budget, and community participation.

### **6.2.1. Institution**

The general concept of the institution encompasses what at the local or community level, the project management unit, institutions, departments in the central government etc. An agency may belong to the state or the private sector and can refer to the administrative functions of government. Uphoff (1986) states that Institutional and organizational terms are often confusing and interchangeable. In science, 'social institution' and 'social organization' are in the same level, to call what we are familiar with social groups, groups, social forms, and others which are relatively similar. However, the recent development, the term "institution" is used to cover both meanings at once. There are several reasons why people prefer to use that term. Institutional is preferred

because the word "organization" refers to a form of social, formal, and lately more and more likely to get a negative image.

Based on the results of research and interviews with those who have the authority to organize Non-Formal Education in Sumenep, researcher concluded that the institution at the central level in charge of Non-Formal Education is General Early Childhood Education and Community Education (PAUD DIKMAS). Meanwhile, the local level institutions govern the Non-Formal Education which is under the auspices of the Department of Education at the NFE (Non-formal Education).

Non-Formal Education (NFE) is managed by Directorate General of Early Childhood Education and Community Education (ECE-CE), Ministry of Education and Culture, the institution arranged everything related to the program content, including standard and forms of monitoring and evaluation.

In addition, the Ministry of Education and Culture has the technical development unit of the DG in the national and local level. Directorate of School Education and Quality Improvement has different goals reflected in different programs. Staff interviewed (number of heads of sub-directorate) of the directorate recognizes the dependence of DG on the other hand to increase the Non-Formal Education in a comprehensive manner, and that they are not coordinated as closely as they should. Consequently, the overlap in terms of the program occur.

Technical Development Unit (Technical Implementation Unit Development) is another type of government agencies. Non-Formal Education

included in the Technical Development Unit Development of School Education and Youth or BNFEED (NFE local level workshops). There are five BNFEEDs located outside Jakarta and they report to the center of the Ministry of Education and Culture Directorate General of Quality Improvement. Representative institution in the province is a Learning Activity Development Center (NFE provincial level workshop). Structural units are under the Directorate General of Quality Improvement but DG in terms of technical support. Five BNFEEDs (located in West Java, North Sumatra, East Java, Central Java, and South Sulawesi), conduct a research to support national development programs Non-formal Education, a program of field examining, monitoring and evaluation at the local, and provide technical support to the providers of Non-Formal Education in their area. BNFEED is responsible to define the national level programming, and BPKP and Studio Learning Activity or SKB (the district level workshops NFE) is responsible to provide input in terms of relevance to the context of local programming provincial and district levels.

Because of the overlap in the work area and the field of study of geography, there are some problems in terms of cooperation and coordination between BNFEED and subordinate to the Department of Education. BNFEED, BPKB and SKB are given by DG ECE-CE role to act as a watchdog and facilitator of the implementation of Non-Formal Education in the field, while General Directorate of Primary and Secondary Education has its own supervisor at the district level.



Related to the existence of the organization, interrelation and interaction with the local institutional theory appears. "Organizations are created as instrumental mechanisms to achieve a specific extent and over time are transformed into institutions". (Selznick in Scoot, 2008:21). Furthermore, Selznick explained that the impact of the objectives of social action in the organizational environment (structures based on rational actions, mechanisms and tools in making specific goals, the social characteristics of members in the organizational system) is part of the agreed rules, so that the organization's environment is transformed into institutional Through infused with value. The process of transforming organizational values through local institutions affects the characteristics of the structure so that it has a different identity. (Scoot, 2008:22). Thus, the existence of the organization as a vehicle for realizing values and goals in developing technology while local institutions into a human strength structure which is committed to some values, by emphasizing the maintenance of value to protect the power in society. So the institutional subjects are more directed towards spreading the objective of improving the technological flaws of the organization.

Selznick's opinion above is influenced by Merton's approach that the model of the local institutional process is in a controlled bureaucratic organization, whereas Selznick focuses on the processes within the organizational sections devoted to a set of agreed values because the organization is (1) the social system; (2) aims or procedures and tends to achieve established status and; (3) the institutionalized values. As a result, the three environments in the organization

would become institutions through institutionalization process. Organizational institutionalization process is done by planting value through various requirements. Through the planting of values, it obtains the identity of different character structure with the other so as to store unique values. Organizational structures and goals which are transformed into institutions in long periods will generate commitment from members to participate in creating a binding force for the environment where the organization is located. Thus, a structure which has strength becomes a value commitment that will protect every organizational activity. Through the process of strength within the organization will identify how to hold power and be able to preserve the power to bind members and achieve the expected goals (Scoot, 2008: 23).

According to Scoot (2008: viii), the local institutional process is linked to organizational and behavioral structures as a very useful concept to locate the best institutional process locus for establishing an organization. Organization is a social arena where rational action takes place. The behavior in an organization should be rational, because the choices are limited and guided by rules. The existence of the organization will accelerate the achievement of the action stability. This is the basic spirit of institutionalization. Nee (in Syahyuti, 2010:8) observes the institutional and organizational interaction from an environmental point of view where the institutional environment is crystallized to the organization. Another one that determines the succession of Non-Formal Education is about the curriculum used in the program of equality. On the program of completeness, it is certified by professional and community. A good

institution of course will certainly grow and be accepted by the public, but many institutions are not active and left behind because of the unqualified output. The curriculum in these areas needs to be examined, so that a curriculum which is arranged can be tailored to the needs of the community. This means there must be institutional improvements in the organization for the implementation of non-formal education.

The institutionalization process of the organization can be achieved, but it takes a long time, so that the rules and procedures for channeling and obtaining services from the organization are widely recognized as collective (collective) norms and behaviors. Despite the institutionalization process takes a long time, there are several factors that influence the success of the institutionalized process.

The factors of success according to Wibowo (2011: 116-118) are:

1. High frequency of interaction, among parties within a community is needed as a means to discuss, assess or evaluate the stability and suitability of each new introduced norm and behavior.
2. Coordination of interaction (good cooperation) among elements within the community is needed as a means to apply or enforce the application of introduced norms and behaviors. Good cooperation among the parties is also needed in evaluating the establishment and suitability of the new norms and behaviors.
3. There is an urgent common problem, so it needs cooperation of new patterns and rules. Without urgent problem, it cannot fulfill the grounds to develop and introduce new norms and behaviors within the community.

This the importance of raising awareness is as an important part of organizing and institutional development efforts.

4. Basics of the similarity of the original culture patterns among the members of the citizens will greatly determine the level of acceptance and their overall adherence to the particular norms and behaviors which are introduced. The cultural background of a person will greatly determine the perspective of a certain behavior and norm.
5. The availability of qualified leaders will determine the success of the institutionalization process. This is easy to understand because leaders in general are a source of inspiration for new norms and behaviors needed. Leaders also become the reference of all members of the community about the arrangement of norms and daily behavior.

According to Law No. 20 of 2003 on National Education System is a sense of Non-Formal Education access to education outside formal education can be carried out the structural and hierarchical. There are several types of educational institutions which provide Non-Formal Education in Indonesia, namely:

- a. Youth and Non Formal Education Development Center (BP-PLSP): This is a technical unit in the Ministry of National Education in the field of school education. BP-PLSP has task of assessment and program development 23 and facilitate the development of educational resources outside of school policy by the Ministry of National Education.
- b. Learning Center Development Activity (reg.): This is a technical unit in the Office of the Provincial Education in schools for special education. BPKB

has a duty to develop educational programs outside school model in accordance to the policy of the Provincial Education Department and provincial characteristics.

- c. Learning Studio (SKB): This is a technical unit of Education District/Municipal school education (non-formal). SKB generally has a duty to establish Non-Formal Education program pilot, develop learning materials in accordance with the local content policy of the Department of Education/town and the local potential of each region.
- d. Community Learning Center (PKBM): This is a community-owned organization managed using the principles of the community, by the community, and for the community. CLC is a medium of learning and empowerment, so that they are able to meet the learning needs of each. CLC is a source of information and implementation of various activities to learn the life skills education as the realization of educational longevity.
- e. Similar institutions Non Formal: this institution grows and develops in society, which provides life skills-oriented and non-formal education/skills, and are not included in the categories above, such as; LPTM, Women's Organization, NGOs and other civic organizations.

Non-Formal Education program is carried out by the Education Department of Sumenep Regency. Yet, other departments in Sumenep also indirectly participate in order to increase non-formal education. However, the actual agencies with others also indirectly participated in order to increase non-formal education, such as the Department of Manpower and Transmigration to

provide the programs in order to increase work opportunities and monitoring programs and job training, the Department of Cooperatives and Small and Medium Enterprises provides Entrepreneurship Development Program and Competitive Advantage Small and Medium Enterprises, Program Development of Business Support for SMEs, the Quality Improvement Program Institutional Cooperation, Creation Program Climate Small and Medium Enterprises and Conducive), Department of agricultural give Improvement Program Food Security (Agriculture/Horticulture) and Program Improvement Product Marketing and Livestock Production (Agriculture/Horticulture), Department of Fisheries and Marine give Coastal Community Economic Empowerment Program, Department of Industry and Trade provides Program Small and Medium Industry Development, etcetera, including Non-Formal Education conducted by companies, NGOs, and community leaders.

Despite many agencies and other stakeholders are involved in the handling of Non-Formal Education in Sumenep, the absence of a structured and specialized agencies dealing with Non-Formal Education leads to ineffective and uncoordinated learning of Non-Formal Education are. Ultimately, the department of education is an agency of local government Sumenep which oversees Non-Formal Education or school education in Sumenep regency.

Based on the fact above, some agencies in Sumenep Regency also contribute to deceive the public by providing training and education communities in Sumenep Regency with the purpose that it will create more empowered society. However, the problem found by the researcher that is still lack direct coordination

between the education department in charge of Non-Formal Education with agencies in Sumenep because there is no legal framework or regulations governing these things, so that each relevant agency walks on their own.

To sum up, the implementation of Non-Formal Education in Sumenep is institutionally under the authority of the Department of Education in Sumenep. However, the major contribution is gained from relevant agencies which are also conducting similar programs on training, education and empowerment of the communities in which these activities are included in non-formal. The system of educational institutions and the formation of the central government which arranges the Non-Formal Education is good, but it is undermined when it has been down to local level. Because of any overlapping activities from several institutions and departments dealing with non-formal education activities that can be said as the gap of this research. It is because there is not an integrated service unit which governs matters into Non-Formal Education coverage in Sumenep, each department in Sumenep regency has its own field test unit, so that the Non-Formal Education program becomes overlapping.

Non-formal education program is the responsibility of the Department education of Sumenep Regency because it became the duty of the Department Office of Sumenep Regency in managing both formal and non-formal education. In non-formal education programs, the regulation that unifies institutions that can interfere with the program so that it can be well coordinated and targeted. Implementation in the program of non-formal education activities in Sumenep district is need of legal framework in special institutions to increase entrepreneurs

for regulate the performance of the department in providing education both formal and non-formal education, so the existing departments in Sumenep regency can unite in support of non-formal education in Sumenep regency, so that many actors involved and the implementation of non-formal education can run smoothly.

From the discussion above, it can be arranged a **minor proposition (4)** as follows:

**If the institution that regulates and manages the Non-Formal Education was expanded to accommodate another institution which also organizes Non-Formal Education, the program to increase number of entrepreneurs more quickly achieved.**

#### **6.2.2. Resources**

The emergence of regional autonomy is expected to make a change, because regional autonomy gives opportunity to local government to be able to be functioned as subject and object of development of its area at once. Through regional autonomy, regional development is expected to pay more attention to the community, through development programs which fulfill the needs of the community.

However, regional autonomy is not enough to provide assurance whether the implementation of regional development can be done in accordance with the expected of society. Implementation of regional development will always relate to the ability of regions to manage and utilize local resources optimally for the maximum benefit of development and development of the region. Local resources, in this case include human resources, natural resources, capital resources (financial), and technology used. The local ability to manage local



resources is closely related to how good governance is the cornerstone of its implementation. Through the implementation of good governance is expected to realize local governments that have better governance quality. Dwiyanto (2006: 1) stated that by having better governance practices, the quality of public services will get better, the corruption rate becomes lower and the government becomes increasingly concerned with the interests of the citizens.

Economic development programs are also a major priority in national development in all sectors. Pramono (1997: 1) points out that the general objective of development in the economic sector is to create an independent and reliable economy with an equitable increase of people's welfare. To achieve growth and equitable development of the economic sector, monetary policy making is directed to encourage financial institutions to increase the volume of public funds. It is based on the reason that public funds have an important role in the country's development process. In addition, to function as a major capital in the framework of the development of a country, the public funds also have a positive impact in the form of reducing the level of state dependence on a number of foreign loans either from an international financial organization or from other foreign countries (Pramono 1997: 1- 2).

Therefore, policy-making should be based on some appropriate and proportional considerations. It is intended that the implementation of the policy does not cause adverse impact to the community. Furthermore, supervisory factors are also indispensable in the process of implementing the policies that have been made. Education not only takes part as a major role in the progress of the nation,

but also relates to an increasingly competitive free market, education should be considered to accommodate the public for a country to have qualified of human beings. Through education, we can create a workforce that is not only rich in theoretical knowledge but also practical, technological mastery, and has special expertise. This is the basis for continuous evaluation and improvement of education in each country, especially in this study, it is related to non-formal education.

The Indonesia's natural resources and environmental wealth is a major contributor to the country's foreign exchange and currently the development program is focused on rehabilitation programs, disaster management and economic stability recovery, it is necessary to design an economic development policy based on natural resources and the environment, So that the policy made should pay attention to ecological sustainability aspect, people's welfare and economic establishment by utilizing natural resources and environment in an integrated and sustainable manner. And the implementation of natural resource and environment based economic development policy should be nationally, regionally and locally done as optimal as possible through good development planning.

Along with the rolling of regional autonomy and the spirit of reform, good development planning should move from the social, economic and cultural realities of society, and should be aspirational and responsive to the needs of the community. Regarding to this case, a development planning process should be drawn up by involving the relevant community (stakeholders). This is very

important to be implemented, so that all successful programs are designed to be the thoughts of the stakeholders, which in turn will increase the spirit of togetherness in the framework of efforts to implement (Wahyudin, 2005).

Development planning is prepared based on the above approach requires a media that is expected to assist the government in preparing an aspirational development plan and bottom up planning. Planners everywhere are certainly no stranger to the term bottom up planning. This is one of the planning approaches which are developed and excavated in a participatory manner from the bottom (grass root). As a planning approach, of course, it requires a method of implementation that could be implemented quickly, accurately and in accordance with the purpose of the activity (Wahyudin, 2005).

The resource is a value of the potential possessed by a material or certain elements in life. Resources are not always physical, but also non-physical (intangible). The existing resources that can be changed, either get bigger or lost, and some resources are eternal (always fixed). The resources are divided into two types, natural resources and human resources:

- 1) Natural Resources

Based on the results of research and interviews with the executor of Non-Formal Education in Sumenep, researcher concludes that the natural resources that exist in Sumenep is quite abundant. Observing the Central Bureau of Statistics in Sumenep Regency, it shows the amount for each sector and a significant increase in each year.

First, in the agricultural sector, the significant improvement can be seen in the food crops, that are rice commodities (rice paddy and upland rice) and commodity crops (corn, soybeans, peanuts, green beans, cassava and sweet potatoes). In addition, seasonal plantation crops in Sumenep Regency, tobacco is one of plant species which is mostly produced by the farmers in Sumenep Regency. Other natural resources in by Sumenep are forest wealth. The forest area in Regency Sumenep include; protection forests, production forests and other types of forests. Forests also produce some kinds of production such as; eucalyptus, teak wood carpentry and construction timber jungle. It is because this type of carpentry teak wood product showed relatively high quality of the product.

Second, beside the agricultural and plantation sectors as well as forests, other natural wealth can be found in the animal husbandry sector. Sumenep Regency in the animal husbandry sector has resulted in a number of animal products, among others; goats, sheep, cows, horses and buffalo. Additionally in Sumenep Regency also found a lot of good poultry chicken, broiler, and duck. Besides in Regency the animal husbandry sector also has potential in the fisheries sector as almost all the lands in Sumenep Regency are surrounded by the sea, so it is possible if the fisheries sector also has considerable potential. Sumenep Regency, in the fisheries sector has different types of fishery products both for marine waters and their processed products and the result of aquaculture. Several types of the products are produced by the fisheries sector, so that the amount of production in the marine fisheries sector shows the highest amount.

## 2) Human Resources

Based on the results of research and interviews with the implementator of Non-Formal Education in Sumenep Regency, researcher concludes that by 2015, the population in Sumenep Regency 2014 based on projections by 1,061,211 people, made up of 507 thousand males and 560 thousand female population with the number of households amounted to 32 272. The population ratio of men and women we know the name or sex-ratio of 90.65 percent, which means among 100 female population, there are about 91 of the male population.

It is observed that the quantity of the people living in the area Sumenep Regency is fairly high. However, the awareness of the importance of school seems did not grow in maximum. In the last decade, it is almost no significant changes on people's appreciation of the importance of education, especially the school function.

It is caused by several factors in Sumenep, especially in rural areas farthest corners and islands, under-age children sometimes forced to work at home to help their parents in the fields, working in agriculture, plantation, small industry, and so on, helping to raise the economy of their parents. Long working hours, physical exhaustion, and also the environmental influences of same age children who do not pay attention on learning are several factors that lead to children of school age in Sumenep Regency forced to work rather than to have academic achievement in schools is relatively underdeveloped, and even DO (Drop Out) prematurely. Moreover, in many communities in Sumenep Regency, the daughters are married after they finished the elementary school or junior high school.

Observing the problems which exist in the community, it is no wonder if the quality of human resources in Sumenep Regency is fairly low. So it is not surprising that Sumenep is in the second-highest ranking in East Java (East Java) as a district whose most citizen are illiteracy.

Based on the previous explanation, the existing resources in Sumenep especially the natural resources are abundant. There are plants seed from Sumenep which annually significantly increases, whether it is the food crops or the plantation crops. Furthermore, the sector of animal husbandry and fishery is also very prominent in Sumenep regency. Basically, this is an opportunity that should be fully utilized in the implementation of Non-Formal Education in Sumenep regency. Non-Formal Education through the CLC scattered in every District in Sumenep can provide learning of entrepreneurs on the utilization of natural resources that are available to the public in order to be able to be a product that has a high selling value in the markets, so that the abundant natural resources are utilized by the community in Sumenep by processing them, so that those item has a high price.

However, the problem that persists today in Sumenep is the natural resources are relatively abundant, but the existence of human resources are still low quality for there are many people who are illiterate. This is an obstacle in the implementation of Non-Formal Education in Sumenep-entrepreneurs to create new entrepreneurs. Therefore, today the implementation of Non-Formal Education in Sumenep is still spurred on learning functional literacy.

According to Adiwikarta, (2005) Today Indonesia is facing new challenges in the globalization era. On the other hand, internal problems also come and go. Critical issues which often arises is the intention to make improvements in all areas including education, because education is one component of supra development systems that can produce qualified human resources. The development of a nation is defined as an effort to improve quality by leveraging existing resources, both human resources and natural resources through the planning, implementation and ongoing evaluation (Adiwikarta, 2005). From the statement above, we can see that the nation needs to build a good human resources. Human resources take part a vital role in the success of the development process. Qualified human resources are required to meet the challenges of globalization.

Therefore, through the program, NFE is expected to contribute to the next generation of superior who are ready to make this nation a nation that has the authority and respected, as well as more open and ready to compete at the international level at this time, the researcher tries to outline how school education can be a bridge to be able to solve existing problems, and contribute in shaping the quality of human resources as a key development capital to face globalization (Sudjana, 2005).

Therefore, according to Mulyasa (2013), in order to realize the successful implementation of non-formal education, it also takes the quality of teaching and the quality of learning outcomes is the standard that should be used as a certain reference, so that it will be equivalent with formal education. In conclusion, what

is actually meant by non-formal education, thus requires amount of explanation, and how the basic theoretical and philosophical foundations of non-formal education, as well as how to build a program that has a specific identity of non-formal education. In contrast, the Non-Formal Education does not grow rapidly like the formal education. It can be observed from many entrepreneurship training activities in Sumenep Regency or boarding school alongside their presence in the community.

The previous statement can be proved from the quality of early childhood educators in Sumenep where 44.34% of educators are worthy to teach, while as many as 55.66% is not worth teaching. Such assumptions can be considered from the educational level of teachers and whether teachers get the training or not. The education level of early childhood educators in Sumenep varies from Junior High School to Post-graduate/Doctoral Degree, while the level of education in accordance with the provisions of Law No. 14 Th. 2005 on Teachers and Lecturers is S1 / D4 although these rules are applied to formal education. However, when 2,299 early childhood educators who have high levels of education of Under-graduate are available, 734 educators do not meet minimum standards. Educators who get the training are about 55.69%, while 44.31% have not got as much as the quantity of educators training. Beside, the quantity of educators is still less that it is viewed from the ratio of educators per institution/group study equal to 7.20, so that it can be concluded that HR educators of Non-Formal Education in Sumenep are partially not worthy which shows by the highest class number so it is worth to note the quality and quantity.



Meanwhile, according to Knowles (in Marzuki, 2010) competency as educators outside the school are covering learning facilitator, program developers, and administrators. As a facilitator, educator in the NFE are required to have the skills to implement the findings of the research to assist their students in learning as adults to recognize the talents and interests and articulate into solving problems in the fulfillment of their needs. As the developer of the program, educators of NFE are demanded to have proficiency in describing the basic concepts, theories, and leadership as well as the process of determining the needs of the NFE using and developing instruments and procedures to consider the long-term forecasting with any aspects of the collaborative community representatives and agents of the community in program design. As an administrator, educator NFE prosecuted for innovative, promotional strategies, as well as having the ability to make proposals for grants.

Based on the theoretical explanation above, it can be observed that the skills of educators in the continuity of NFE are required. Many requirements should be fulfilled by educators to meet the category of professional educators (Prescott, 2015). When it is compared with NFE educators conditions in Sumenep, it is considered most of whom are not worthy to teach because they do not get training on understanding their role as an educator NFE, so it can be stated that the majority of educators in the category are not professional.

On the other hand, Stevenson, Roberts, and Grousbeck (1994) point out that entrepreneurship as a management approach and define 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 of creating a new organization that will utilize innovative technology or new processes that produce value for others. Baringer & Ireland (2008) defines the entrepreneurial process as individuals pursue opportunities without regard to resources currently owned.

Hisrich, Peters, and Shepherd (2008) stated a definition of entrepreneurship as "the process of creating additional wealth," for entrepreneurship in all professions. Hisrich et al (2008) gives 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 compensation, physical, and financial, and received in the form of money and personal satisfaction and independence".

Based on the previous statements, to become entrepreneurs should not be encouraged in their resources, but it only takes innovation and dares to bear the economic risk (Drucker, 2008). However, it is different from the education point of view that human resources contributes more as a key development capital to face the globalization. In broad outline, this resource is the most important element in building a nation.

On the progress of development towards industrialization where market competition becomes more intense, highly skilled workforce are necessary and productive (Carnoy, 1999). Community workers have an important role and position as the actors to achieve development goals. Therefore, it needs effort

boosters which increase the employment in order to compete in the globalization era and free market.

The education is intended to prepare workforce for the future of the nation and make it a dignified nation among another nations in the world. The future of the ever-evolving demands of education always adapts and becomes the locomotive of the process of democratization and nation building. Education shapes the future of the nation. In the context of globalization, education in Indonesia needs to make the children to understand the existence of the nation in terms of the existence of other nations and all the problems of the world (Al 'Abri, 2011).

National education needs to consider not only the state building and nation building but also capacity building. With regional autonomy policy, each district should be facilitated to develop community-based education of high quality. Community-based education is expected to be a breeding ground for children from various backgrounds to identify problems and resources in the community and continue to find ways to change society for the better (Carnoy, 1999; Kazmi, 2005).

Globalization is not only inviting entry of goods and services but also the transfer of technology, consumption patterns, culture, values and education. It will provide a wide range of implications for the population not only in the activities and economic conditions, but also in many other aspects, including education. The problem is in the process of globalization which not always achieves a fair gain for all parties, as there will be those who are better off and vice versa will be no

losers. Behind the various opinions that are still pros and cons associated with the role of globalization, the phenomenon has brought a variety of great impact in the world of education (Woessmann, 2011).

Today Indonesia is facing new challenges in the era of globalization. On the other hand the internal problems also come and go. Critical issues that often arises is the desire to make improvements in all areas including education, because education is one component of supra development system that can produce qualified human resources. Development of a nation is defined as an effort to improve quality by leveraging existing resources, both human resources and natural resources, through the process of planning, implementation and ongoing evaluation (Adiwikarta, 2005: 1). From the statement above we can see that the nation needs to build good human resources. Human resources play an important role in the success of a development process. Qualified human resources needs to meet the challenges of globalization.

Globalization is a global process with a rate of rapid and radical changes in various aspects of human life because of the technology. Today we think the world is shrinking, with the sophistication of the technology we no longer insulated by space and time. With technology we can communicate with anyone, anytime and anywhere. But behind those sophistication and changes which occur, it can lead to inequality if we are not ready to face any changes that may cause cultural imbalance which would harm us.

World and national issues become more complex problems which requires us to continually learn to not stutter to change. The population is increasing,

energy reserves are increasingly depleted, the range of different cultures, internal and international conflicts, requires us to constantly learn. The fact shows that conventional education at this point contributes less in solving the existing problem, even it widens the existing gap. The higher one's school increasingly deprived it of life. School education is an educational alternative that can provide a new color in the world of education.

School of Non-Formal Education in 1970s era, experienced golden era, but now began to squirm to be able to contribute back in the form of qualified human resources and education go hand in hand with schooling path. Through The programs, PLS (NFE) is expected to contribute in the superior next generation ready to make this nation a nation that has the authority and respected, as well as it is ready to compete in the international level in this point, researchers tries to elaborate on how the school education can be a bridge to be able to solve the existing problems, and contribute in shaping the quality of human resources as a major capital development to face globalization (Sudjana, 2005).

So that we can face globalization help us to know about globalization and some characters. Globalization is a worldwide process with rate of rapid and radical changes in various aspects of human life because of the technology. Tilaar (2004: 16) explains the process of globalization moves in line with the three arenas of human life; arena of economic, political and cultural. In the economic arena, the process affects the social rules in the production, exchange of goods, distribution and consumption of goods and services. In the political arena, it is declared themselves in the process of globalization in a social setting in relation to

the power concentration. In the cultural arena, process of globalization expresses itself in social settings in relation to the expression exchange and symbols of the facts, understanding, beliefs, and values. Economic arena has several dimensions and several patterns of ideal types.

From the previous explanation about the dimensions and patterns of globalization, it makes people aware about the importance of qualified human resources. In the labor market dimension, we can see some freedom of movement for workers. It means that the level of competition is not only national but also international has been on the plains (Wood, 2008). Political arena dimensional problem solving can be observed as the local issues in a global context, if we do not have insight HR global (global mindset) he would be busy only focused on local context, when we are already required to have global perspective which is not alienated in the association or international relations. In the cultural arena we can see the existence of cosmopolitanism and diversity, if we do not familiarize and educate our human resources with multicultural then we can get caught up in tribal or narrow nationalism. Besides, we can see the importance of image and global information needs. This global information can be easily seen in the cyber world, so inevitably, we have to be accustomed with the technology (Sahlberg, 2004).

So, Human Resource Development in the future should be adapted to the changes that occur in society through Non Formal Education. Human Resources (HR) is a central factor in an organization. Whatever its form and purpose, the organization is made on the basis of various visions for the benefit of society and

in the execution of his mission is managed and administered by human resource. Thus, human resource are a strategic factor in all activities of the institution / organization. According to Botkin (1983), the most exact learning activities in the future is an innovative learning (innovative learning) that combines learning to anticipate (anticipative learning) and the participation of learning or studying with other people. Anticipation is the human capacity to deal with new situations that may be unprecedented. Anticipation is related to the future to be able to predict the future and evaluate the consequence of the decisions themselves are taken.

Innovative learning emphasizes on readiness to act in new situations and exploration of what might happen. Participation is related to time regarding to solidarity, while participation in space, meaning temporal anticipation while the geographical nature and partial participation. Anticipation is a mental activity while participation is a social or community. Participation is an active process that requires effort and work. Effective participation will expand understanding, capacity to recognize consciously, knowing the context in real time, comparing the reference and the face value conflicts with demonstrated knowledge and actions related to the active participation.

Based on analysis of data in the field research and analysis of the presented theory, it can be concluded that the resources, both natural and human resources become important aspects to consider in making a model of Non-Formal Education in Sumenep regency. Natural Resources in Sumenep is quite abundant,. It can be seen from the Central Bureau of Statistics that shows the amount in each sector and a significant increase in each year. However Sumenep

has disadvantages regarding the quality of human resources in society are still low. Besides the quality of the NFE educators partly which are classified into a category is not feasible, while the ratio of the number of educators who are still unbalanced by the number of learners and NFE institutions that still need improved.

The quantity may be considered in making policy on NFE in Sumenep by maximizing the utilization of existing resources and keep improving the quality and quantity of educators to steer society towards Sumenep NFE the entrepreneur. Sumenep Regency that has a wealth of natural resources (*SDA*) is abundant and if it continues to be managed properly. Natural resources in non-formal education activities are the supporting factors for the success of NFE (non-formal education) activities for the society. Human Resources (*SDM*) in Sumenep Regency is still of low quality. The average society of Sumenep Regency choose directly to work or get married at a young age. Therefore, non-formal education is needed to eliminate it without any major cost

From the discussion above, it can be arranged a **minor proposition (5)** as follows:

**If the resources are managed properly based on local conditions, it will produce better output and impact of Non-Formal Education policy.**

### **6.2.3. Coordination**

Coordination is one of the functions of management which is impossible to be separated from other management functions, because the function of coordination is to connect the other management functions. Most of the literature



states that the coordination function is the most important management functions. By optimizing the functions of coordination, the organization will get better and avoid the risks that threaten your organization.

Coordination according to Awaluddin Djamin in Hasibuan (2011: 86) is defined as a business partnership between the agency, agencies, units in the execution of specific tasks, so there is co-exist, mutual help and complement each other. Thus, coordination can be defined as a business which is able to harmonize the implementation of tasks or activities in an organization.

The integration and harmonious adjustment of individual work Efforts towards the accomplishment of a larger goal (Singh & Rein, 1992). To coordinate means binding, unifying and harmonizing all activities and efforts. To sum up, other management functions require coordination. Briefly, the coordination function gained in other functions, for example, the planning function requires coordination that is the planned, a leader must coordinate with subordinates to collect valid data in formulating future plans. It is similar with other management functions. One of the important things in local government activity is the issue of coordination of the government, and the thing that affects the implementation of coordination is the readiness of human resources of the local government apparatus in the implementation of the authority of the Region is a demand of the professionalism by the government apparatus which means having the ability to perform the task, the commitment to the quality of work , dedication to the interests of the community as a party served by the local government.

Binding nature of the coordination function makes other functions cannot run without any coordination, connecting with other management functions (Daft, 2011). The core of the coordination function is communication. Why communication is being the core of the coordination function? Due to communication, everyone is able to make contact with other people, that one department can coordinate with other department, and human resources field can coordinate with the leaders of the organization.

In brief, many actors which is involved in providing the skills as an effort to increase entrepreneurs in Sumenep such as the Department of Agriculture, Department of Labor, Department of Fisheries and Marine Resources, Department of Animal Husbandry and the Department of Education, but each agency has weak coordination. It is observed that in each office have the same program providing training to the community in order to make society in Sumenep Regency more qualified. However, each of these agencies does not coordinate with education authorities in the NFE in Sumenep in the absence of legal framework governing.

Therefore, the government should make a policy or legal framework that there must be cooperation among the agencies in Sumenep, so that all departments or agencies are involved in providing learning or training related to non-formal education, so that it can be integrated and coordinated well. It is intended that the implementation of Non-Formal Education in Sumenep not only focus on to address the number of illiterate, but rather with the involvement of various agencies or government institutions that participate providing learning form of

training, so that future in the program of Non-Formal Education is not only cope with the number of illiterate but also teaches mental or skills to make people in Sumenep become entrepreneurs.

Basically, coordination among the parties in the implementation of Non-Formal Education (entrepreneurship education) in Sumenep should lead to a "setup" diverse elements into an integrated and harmonious operation (Malone and Crowston, 1994). The main motivation of coordination usually avoids gaps and overlaps regarding to the duties or working parties. The parties are usually coordinated with the hope of gaining the results efficiently. Coordination is generally done by harmonizing the tasks, roles, and schedules in simple environments and systems.

According to Sugandha (1991: 47), several principles which need to be applied in creating coordination among others, the agreement and unity of understanding on the targets to be achieved as the direction of joint activities, is the agreement on the activities or actions that should be implemented by each party, including the target and schedule, after which there is a word or loyalty from each party regarding to their respective duties and schedules which has been applied. Then the exchange of information from all parties works together on the activities and results at a certain time, including the problems faced by each party, supported by the coordinator who can lead, mobilize and monitor the cooperation, and lead to the problem solving together. The information gained from various parties that flows to the coordinator in order to ease the coordinator to monitor the entire implementation of cooperation and understand the problems faced by all

parties, and equipped with the mutual respect to the functional authority of each party to create a spirit to help each other (Syafi'i, 2011).

Meanwhile, besides coordination, Sumenep regency government should also cooperate with the relevant stakeholders in the implementation of Non-Formal Education (entrepreneurship education). It refers to the practice of cooperation between two or more parties to achieve common goals (including ways/methods), as opposed to work individually to compete. The main motivation of cooperation usually is gained expediency together (mutually beneficial results) through the division of tasks. As with coordination, in addition to acquire the results as efficient as possible, the parties usually work in the hope of cost and time saving. Cooperation is generally implemented to solve problems in complex environments and systems.

The agencies and other organizations which are involved to improve the implementation of Non-Formal Education are also described in Abdullai & Sinani's research (2012), Non-Formal Education as a Challenge for Education Policy: Macedonia has the potential for good governance, but it should invest in social capital through non-formal education. Whereas the implementation of Non-Formal Education should ensure a partnership not only with the structure of decision-making, but also with the authorities, educational institutions, the business sector and social partners, local organizations, research centers, system of institutions etc., especially in the education sector and labor and social policy should pay more attention and show readiness for greater support and recognition of the importance of Non-Formal Education to increase entrepreneurs rate in

Macedonia. The situation of the Non-Formal Education in the Republic of Macedonia need urges and appropriate approaches for the country through the establishment of cooperation between sectors of different governments, between the Government and other factors in the country, such as trade unions, economic space, employers, educational institutions, associations civil, etc.

Therefore, all of these programs should be integrated with the various government agencies in the region as well as with non-governmental organizations in a particular society. The various concepts and the development of Non-Formal Education arises a question: why does Non-Formal Education become an option to provide educational services to the public, including children and adolescents at school age? This question is the reason for building a qualified Non-Formal Education which are equivalent to formal education, but the model was developed to be different from formal education by considering the characteristics of the target Non-Formal Education is heterogeneous, whether in terms of opportunity, time, or other conditions associated with life of society as a goal (Ololube & Egbezor, 2012).

In case, the organization (in this case is Department of Education) in any form essentially consists of resources, process management and organizational objectives. All resources in the organization which is utilized in the management process is integrated in the achievement of organizational goals (Ngaka, Openjuru & Mazur, 2012). The integration of resources and management processes is intended to achieve these goals as a coordination process, taking part a vital role

in combining all the resources of the organization to the achievement of the goal in increasing the number of entrepreneurs in Sumenep regency.

However, the more complex organization and management, the more complex the coordination process must be done (Kleinbaum, Stuart & Tushman, 2008). Without coordination of the resources, the spread cannot be effectively and efficiently managed. The organization is a social unity that is coordinated with relative and identifiable boundaries and works constantly to achieve common goals. To realize the objectives of the organization and to achieve the organization's goals optimally and efficiently, it is necessary to coordinate. The principle of coordination should also be reflected in the organization of public/government and community organizations. In a public organization, a large number of resources are used. To support the management process of development in various sectors including political, economic, social and cultural, needs a number of financial resources and human resources. In this condition, if the resources are not effectively and efficiently utilized, it would be a waste of resources (Allen, 2011).

But in practice of the public administration in Indonesia, it is often regarded as the coordination of expensive goods. Coordination is easy to say but difficult to implement. There are several agencies which have similar activities, but are not well-coordinated. This problem also occurs in the relationship among the units within the organization. Some units within the organization have similar activity with no control by the leader. This condition may get worse if it is not coordinated from the planning, implementation and evaluation.

In conclusion, many sectors of the government sector, business, and social institutions in Sumenep give its contribution in the implementation of non-formal education. Strengthen Malone and Crowston (1994); 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. strengthen Ngaka, Openjuru & Mazur (2012); The integration process of resources and management processes to achieve the goals as a coordination process, has a vital role in combining all the resources of the organization. However, problems arise when the number of actors in the absence of a strong coordination system. Each actor who moves on their own is not integrated into a clear coordination system, so that the community development programs through Non-Formal Education becomes less than the maximum. This takes place because on the one hand, there are issues of concern to many sectors but on the other hand there are issues that are not covered at all by the actors from the existing sectors. In addition to NGOs, entrepreneurs, and informal community leaders, many parties involve in providing Non-Formal Education to increase business entrepreneurs in Sumenep such as the Department of Agriculture, Department of Manpower and Transmigration, Department of Fisheries and Marine Resources, Department of Animal Husbandry, and Department of Education, as well as other agencies. But each of these services is weak in terms of coordination.

From the discussion above, it can be arranged a **minor proposition (6)** as follows:

**If coordination is implemented by all stakeholders including local governments, NGO's, private sector, and communities, the implementation of the Non-Formal Education policy would get better.**

#### **6.2.4. Curriculum**

Philip H. Coombs (in Joesoef, 1992) argues that Non-Formal Education is organized educational activity, organized outside the formal system, either independent or part of a broad activity, intended to provide some services for a particular educational in achieving learning goals.

Non-Formal Education is any opportunity where there is directional communication outside the school and a person gains information, knowledge, training and guidance according to the age level and life need with the aim of developing the skill level, attitudes and values that make it possible for them to be efficient and effective participant in family, work environment, and even the society and country (Joesoef, 1992).

From the previous definitions, it is concluded that Non-Formal Education is education of learning activities held outside the school to fulfill the educational needs of certain learners to gain information, knowledge, training, and guidance to make benefits for the family, community, and country.

By the purposes of learning, Non-Formal Education is responsible to reach the objectives of a very wide range of types, levels, and scope. In this capacity, it rises that Non-Formal Education is multi-purpose. There are Non-Formal Education objectives that focus on reaching basic learning needs such as literacy



education, natural knowledge, vocational skills, nutrition and health knowledge, social attitudes of family and community life, general knowledge and citizenship, as well as self-image and value of life.

There is also a learning objective in the path of Non-Formal Education aimed at continuing education after completion of basic level education, as well as education on extension and education of living values. An example is Non-Formal Education aimed at earning extra income by learning entrepreneurship and life skill.

Life Skills Education as one of the programming units of Non-Formal Education which has an important role in order to equip the citizens in learning in order to live independently. DG Non-formal Education, in Life Skills Program Guidelines illustrates that this Life Skills education program specifically aims to provide services to learners in order to:

1. Have a knowledge, skills and attitudes needed in entering the employment world, either work independently (self-employed) or work in a company with increased feasible income to meet the needs of his life.
2. Have a high motivation and work ethic which can produce superior works and compete in the global market.
3. Have a high awareness of the importance of education for himself and for his family members.
4. Have equal opportunity to get education in order to realize education justice in every level of society.

Life Skills Education as one of the program units of Non-Formal Education has an important role in order to equip the citizens, so that they live independently and can improve the economic welfare. This is possible to be achieved if it is supported by a good curriculum which fits the needs of the community.

In short, the curriculum of Non-Formal Education has the shape and implementation of the different existing systems in school education. School education arises from the concept of lifelong education where the need for education not only in education schooling / formal education. Implementation of Non-Formal Education is concerned with the provision of expertise and skills in a particular field.

Coaching and development of NFE are considered relevant to co-exist or propped with the school system so that each graduate can live with the times and are required by the community as the development of science and technology is advanced. However, the reality shows that learning in Non-Formal Education was based on an agreement. Occurred in the area of Sumenep, in which each CLC is scattered in several districts in Sumenep all of learning systems are based on the agreement of the participants.

The learning process is not based on the existing curriculum. Meanwhile, in the guidelines KF and KUM, it is explained that learning process refers to the standards of competency. Observing this, the implementation is not in accordance with the instructions given by the central guidelines. In fact, the guidelines will serve as a guideline in the implementation of Non-Formal Education both KF and

KUM field. Therefore, it is possible that the implementation of KF and KUM in Sumenep is different from the existing guidelines manual.

Under those conditions, early childhood should prepare a model for the implementation of Non-Formal Education in Sumenep that existing curriculum are completely flexible, tailored to the needs of learning, the right curriculum, the adjustable target time. Opportunity, empowerment and community participation in the management-based, and independence is the goal of learning etc. are intended that the process of implementing the guidelines, both the guidelines and the guidelines KF and KUM given by early childhood education to be applied in the implementation of Non-Formal Education in each CLC scattered in several Districts in Sumenep, so that the learning process is not based on an agreement in of the participants.

It is the same opinion expressed by Fordham (1993), states that since 1970, there are four basic characteristics related to the role of Non-Formal Education in the community: a) relevant to the needs of unfortunate society (people), b) be handled and has special interest in the category of specific targets, c) is focused on the programs that meet community needs, d) flexibility in organization and in teaching methods.

Regarding the Non-Formal Education curriculum, it is also expressed by Kaye (2011), on Organization and Implementation of Community-Based Education Program for Employees Training Institute of Health in Uganda: Community-Based Education is part of the training curriculum for the majority of health workers in Uganda. Most programs have other purposes in strengthening

clinical skills, medical knowledge, communication skills, orientation graduate community, and encouragement of graduates to work in rural areas. This study is conducted to assess the scope and nature of community-based education for various cadres of health workers in Uganda. Results: CBE curriculum is implemented in most health training institutions in Uganda. CBE is a core course in most health disciplines at various levels of certificates, diplomas and degrees and for different health professionals.

CBE curriculum is systematically planned and implemented with the main similarity among the institutions. Organization, delivery, managerial strategies, and evaluation methods are also very similar. Strength is recognized including providing experience, knowledge and skills of generations and connecting students to the community. Almost all implementing agencies quoted CBE human resources, financial and material constraints.

The curriculum of Non-Formal Education should provide life skill education for citizens to work, or develop independent business as entrepreneurs in various types of skills. Those who are dropped out of school and did not attend formal education due to various conditions, were given the opportunity to attend Non-Formal Education so that they could improve their standard of living (Lasker & Guidry, 2009)

According ICED (The International Council of Educational Development) (in Kamil, 2009) Non-Formal Education program consists of: education literacy, education-oriented world of work, family education, training farm for youth and adults, training productive outside the agricultural sector, entrepreneurship

training, leadership training for heads of regions. Meanwhile, based on field data, the NFE program in Sumenep is organized by the Department of Education in Sumenep which is still oriented to the curriculum of literacy or illiteracy eradication. This is not based on the opinions that have been expressed by IECD that Non-Formal Education program is not limited to the elimination of illiteracy, but more broadly directed to the education-oriented entrepreneurship and the world of employment for rural communities agricultural and business skills in productive non-agricultural.

Moreover, according to the IECD above, Non-Formal Education or NFE can be used as a means of family education by the community in fostering a prosperous family. Seems the education is also needed in view of Non-Formal Education or NFE that includes adult education. Non-Formal Education in the scope of rural areas like in Sumenep can help local leaders to gain knowledge about leadership despite the traditional society is in nature.

According to statements by Sivasailam in his article titled Instruction Program for Literacy Workers (1976) (in Marzuki, 2010) which states: whether we should speak of literacy while the famine was everywhere? In the other words, whether written or oral that was broadcast widely, will remain words unless there are institutional changes that occur. Based on the statements made by the Sivasailam, it appears that the eradication of illiteracy itself cannot guarantee a society welfare. Success of Non-Formal Education or NFE is not measured by how many people who are able to read and write, but how big the community, through the NFE, is able to articulate them in problem solving and compliance

needs that accompanied social changes that lead to improvement of living standards change.

To get effective and efficient Non Formal Education purposes in Sumenep, the curriculum development has to be arranged better. According Sudjana (2005: 399), the development of Non-Formal Education in the future needs to consider the following: First, Non-Formal Education needs to be more proactive in reforming the vision, mission and strategy to change the educational programs which is originally oriented to produce graduates as job seekers (worker society) is an effort to produce graduates who have the skills and the ability to be independent and create jobs (employee society). Non-Formal Education should be oriented learners realize that quality is characterized by the stability of faith and devotion (IMTAQ) and Morals are sublime, the mastery of science and technology (science and technology) and skills (functional skills) according to the needs of civil society in governance world life.

Second, elements of Non-Formal Education system are necessary to complete and intact which includes the components, processes and objectives. This system should be applied in each unit, type, and Non-Formal Education program. This component consists of environmental inputs, input means, raw inputs and other inputs. The process is a dynamic interaction between the inputs, especially educators and learners by learning efforts, guidance and training. The process is based on learning needs, Objective-oriented, learner-centered and departs from the experience of learners, this process needs to be used in the continuum approach between pedagogy, andragogy and or gerogogy.

Third, to improve vision, mission and strategy of the development of non-formal education. The vision of education includes philosophical viewpoint that learners have the attitude and behavior that can change attitudes and behavior towards a positive and constructive, and has the potential to be learn and taught.

Fourth, Non-Formal Education increases the orientation alignments to the crowd. They are the largest part of citizens who are still suffering from underdevelopment, namely poverty, lack of understanding, health -illnes and so forth. They are people who are under stress in his life, whether it is structural, cultural, or natural poverty. Learning strategies to the grass root level is developing human resources (human resource development) through learning to build a culture of the community organization and community economic development.

Fifth, Non-Formal Education needs a development of three aspects: research efforts, management and production. Research efforts are directed to the development of empirical coherence between theories related to Non-Formal Education such as the theory of management education programs, learning, impact for graduates, educational technology, information, social and cultural values, leadership appearance and the appearance of non-formal institutions in the external environment institutional.

Management development is directed to the realization of total quality management in any educational programs, performance TQM cost effective management, quality control, the relationship among the functions of management, productivity and the quality of learning, education transformation

and change management, staff management, development of the deregulation of education, socialization management of cultural values, management training based on community needs and management application professional ethics of non-formal education. Production of Non-Formal Education institutions includes the production of learning materials, the results of scientific studies and other production (Coombs, 1986: 15).

Sixth, improvement of non-formal educational mission is vast that the organizers and institutions and implementing educational programs cannot work alone without any connection with others.

Non-Formal Education is expected to address the various problems of life. As disclosed Buchari (1994: 27) points out: "What shall we do, that the activities of Non-Formal Education that we hold really brought significant progress, the progress is greater than the swelling of the various problems that we face, and do not lose too rapid compared to the rate of progress made by other states?".

Environmental education through public or Non-Formal Education has a variety of names, such as adult education (adult education), continuing education (secondary education), on-the-job training (vocational training), accelerated training (accelerated training), farmer or worker training (training of workers or peasants), and extension service (additional educational services) and it is regarded as a shadow system.

Implementation of Non-Formal Education is observed in the difference aspects in case of industrialized countries and developing countries. In developed countries such as in Europe and North America, Non-Formal Education is



considered as continuing education for people's life. Lifelong education (lifelong education) is very significant in advancing and changing society for three reasons: (1) to obtain employment; (2) to maintain the availability of well-trained workforce with new technologies and knowledge needed to continue productivity; (3) to improve the quality and comfort of life of individuals through cultural enrichment by utilizing spare time (leisure time). In this perspective, the continuing education for teachers has significant strategic, if they fail to provide cutting-edge knowledge, then they will "provide education yesterday for the generation of tomorrow". In developing countries, Non-Formal Education serves to educate many farmers, workers, small businessmen and people who could not attend school and may not have the skills and knowledge that can be practiced for themselves and for the development of the nation.

Globalization called borderless world by Ohmae (1999: 1) is characterized by the four "i". First, investment, namely the rise of the capital markets over the edge region of the country. Second, information, namely the spread of industry and information services that have left the manufacturing industry and brought us into the world with a global order. Third, the industry, that the rise of many multinational companies replaces the roles of government. As the capital and labor are great, they are like an octopus that penetrated various regions around the world. Fourth, the individual, that the individual emergences as a global consumer who craves trendy products, quality, but cheap. To enter into the era of the readiness of human resources as it is a necessity, and it means that education is a determinant factor, because education prepares people to have good citizenship.

To navigate the future with global challenges, humans must develop new behavioral patterns. Therefore, we must learn to recognize and master new behavioral patterns. The activities to recognize and master these new patterns are called innovative learning experts. (Buchori, 1994: 64).

Futhermore, Formal education in Indonesia is greatly appreciated to who can work, they are those who received formal education. So, the government multiplies the number of formal education in order to make people get a good education and will be able to get a job, thereby increase the entrepreneurs. However, the problem occurs when the number of graduates of formal education is not balance with the existing jobs. Many graduates of the formal school did not get the jobs they want. Finally, the competition in the employment world becomes increasingly intense. Formal education is considered not enough to qualify for employment in the competitive job qualifications. The emergence of Non-Formal Education is an enhancer of expertise for people who have been finished formal education so that they meet the better qualifications in the world of employment.

Observing the condition that occurs in Sumenep, the government should not focus only on one literacy program NFE case. . The existence of a society that has an extraordinary and forward-thinking view is caused by a curriculum that can open the mindset of people who initiate non-formal education in order to be progressive. Thus, the curriculum plays an important role for the success of an education, especially in this case non-formal education for participants or communities who attend entrepreneurship training in the form of non-formal education in Sumenep regency. Literacy skills without the skills and occupational

skills and entrepreneurship will impact the crucial problems related to poverty and employment faced by most people in Sumenep. The curriculum is made expandable related skills potential utilization of resources in Sumenep forming an independent entrepreneur community. As stated by Sudjana (in Kamil, 2009) that the purpose of Non-Formal Education is to develop the skills, attitudes, values and aspirations to anticipate changes in the future and also to teach people in order to be able to improve and utilize natural resources for their standard of living

In summary, the curriculum used by the organizers of Non-Formal Education in Sumenep still does not meet the standards prescribed by the central government. Although the learning curriculum is mutually agreed by the participants in each CLC, but it is not in accordance with the guidelines that become the standard reference for graduation. The curriculum is oriented toward literacy learning. Curriculum made yet under consideration field studies where the curriculum should pay attention to the suitability of the program with the characteristics of its resources, the program is flexible and appropriate to the needs of society.

The existence of non-formal education curriculum applicable in Sumenep regency takes place without careful planning. This is due to the lack of a special regulation issued by the local government to improve the regulations issued by the central government. There is no specific curriculum that regulates the implementation of non-formal education used in every existing *PKBM*, all of which are based on agreement of participants in the field.

From the discussion above, is arranged a **minor proposition (7)** as follows:

**If the Non-Formal Education curriculum is based on the needs of local communities and designed with all stakeholders, the Non-Formal Education program will give a positive impact.**

#### **6.2.5. Budget**

According to the Government Accounting Standards Board (GASB) (2015): "Budgets are the local financial operations plan, which include the proposed estimates, and the sources of income which are expected to finance in a given period". Munandar (2007: 1) defines the budget as a systematically arranged plan, which includes all activities declared in monetary and valid for future periods. It is concluded that the budget is a detailed and systematic plan covering all activities in government agencies expressed in monetary units and future plans for a specified period of time and is formally prepared, meaning that the budget is prepared intentionally and earnestly in written form.

A good budget, including this Non-Formal Education program, would be better if it involves public participation in the budgeting process. According to Brownell in Sumarno (2005), budgetary participation is the level of involvement and influence of individuals in the preparation of the budget. While Chong & Chong (2002) states as a process whereby subordinates/executives of the budget are given the opportunity to engage in and influence the process of budgeting. The opportunity given is believed to increase control and sense of involvement among subordinate Budget (Ompusungu and Banowo, 2006).

Participation in the budgeting process is claimed by most people as a panacea to fulfill the need of self-esteem and self-actualization of members of the organization. In a broader sense, participation is the central of democratic process and therefore it is not scientifically applicable in an authoritarian organizational structure. Thus, in large organizations and centrally managed bureaucracies, participation in setting goals will be based on a limited definition of the top executives. Top management will arrange the budget and pass it down the hierarchy as a group of commands are obeyed. The budget will be used as a mechanism to inform lower level managers of what top management wants to achieve and as a tool to control people spending and motivating optimum performance (Ikhsan and Ishak, 2005).

In brief, the budget for Non-Formal Education which is provided by the central government to Non-Formal Education for KF in Sumenep regency year 2015 is 1.4 billion with a target of 3,500 people. As the budget for KUM in the Sumenep Regency is \$ 1.2 billion with a target of 2,000 people. observing the amount of funds and comparing it with existing conditions that the funds are provided by the central government exceed from what is required. In addition, the funds are gained from the central government. Non-Formal Education also received funding from the local government in the district of the District, in the amount of Rp.613 347 500.

In addition, the researcher also found that actors who carry out Non-Formal Education in Sumenep thought that the funds provided by the government of the central government and local governments are considered less adequate to

the fund of the implementation of non-formal education. It is because people are addressed to decrease the illiteracy rate in Sumenep which is quite high. If the condition of the existing field, researcher found that the amount of the budget submitted by the NFE part in Department of Education of Sumenep with the data that researcher found, implementation of Non-Formal Education in Sumenep funded by central government and funds from local governments do not exist. While in the documents found that the funds raised came from the central government and local government budget amount was quite large.

Therefore, the Non-Formal Education providers in Sumenep in the future should do what is mandated in Act 23 of 2014 on local governments. Where the central and local governments should serve in an easy manner, and ensure the quality of education for the people who disregard the discrimination (article 11 paragraph 1). Consequently, central and local government must ensure the availability of funds in organizing the 9-year study. The constitution has firmly set the budget for education, which cannot be found in the constitutions of other countries, for a minimum of 20% of the national budget and the local organization of the salary should be based on fairness, efficiency, transparency, and public accountability (Article 48 paragraph 2).

However, in the reality today in there are two obstacles the educational autonomy sector when it was launched, as the following: 1) the unpreparedness of communities to organize themselves. Apparently, the democracy today gives full rights to the people who make the community shaken and confused. Observing the example in response to the Board of Education and the School Committee,

which becomes the source of problem, so the role of the two institutions are not significant. Even the elected Board of Education and the School Committee almost hardly understand the importance of autonomy and democracy education. Consequently, this would be an excellent organization to seize power. 2) The discovery of a phenomenon that the district/city, seems not to understand the nature of the lead on the nature of democracy and autonomy (Sukiadi, 2007).

The budget provision for the implementation of education policy and types of program vary between autonomous regions (e.g. Kendal Government allocated a budget for education which is greater than the budget allocated by the government Surakarta). In terms of utilization, they tend to allocate funds for physical education programs. This finding is consistent with the findings and Lammert Paqueo examines the experience of countries in the implementation of regional autonomy (Harbison. & Hanushek, 1992). Lammert Paqueo discovered the indicator, which showed local politicians (decision makers) use the funds to finance the activities - physical activity, and a speedy program that results in the short term.

Observing the problems above in accordance with the opinion that explains that inadequate funding is the binding constraint, but most evidence suggest that the education system in the world can do a lot more with their own resources (Crouch and Healey, 1997). This happens because the local government does not use the funds effectively and efficiently, so that the available funds are perceived not sufficient. It is because the local government is more oriented to

accomplish short-term projects so that the funds are spent on the short-term projects only.

In the study Kaye (2011), Organization and Implementation of Community-based Education Program for Employees Training Institute of Health in Uganda: Community-based Education (CBE) is part of the training curriculum for the majority of health workers in Uganda. Most programs have other purposes to strengthen clinical skills, medical knowledge, communication skills, orientation of graduates, and the encouragement of graduates to work in the village. The research is taken to assess the scope and nature of community-based education for various cadres of health workers in Uganda. Results: CBE curriculum is implemented in most health training institutions in Uganda. CBE is a core course in most health disciplines at various levels - certificate, diploma and degree and for a variety of health professionals. CBE curriculum is systematically planned and implemented with the main similarity among institutions. Organization, delivery, managerial strategies, and evaluation methods are very similar. Strength which is recognized includes providing experience, knowledge and skills of generations and connecting the learners to society. Almost all implementing agencies quoted CBE human resources, financial and material constraints.

In the implementation of NFE, the initial budget is funded by the government and subsequently from the business itself. The development that must be done requires a considerable spends a lot of money and the problems are the fund are not ready yet. The implementation of this NFE program was given by the



allocation of funds is obtained from the APBD. So with the funds from the APBD this can maintain the sustainability of existing programs to eradicate illiteracy.

To sum up, the implementation of Non-Formal Education in Sumenep regency has been supported by an adequate budget. However, the utilization of the budget by the actors are deemed less effective and efficient, observed the delivery system that seems to be oriented on program which is in the form of project, so that funds are spent only on short-term projects of Non-Formal Education itself. Therefore, the future takes delivery of Non-Formal Education system that is integrated with the right program and its rigorous monitoring system related to the utilization of the budget.

From the discussion, a **minor proposition (8)** is arranged as follow:

**Non-Formal Education be running better, if the budget involves the central government budget, the provincial budget, the Regional budget, and the budget of other parties in sync with close monitoring.**

#### **6.2.6. Community Participation**

The success of Non-Formal Education in a country requires cooperation between the government and the community. Education is a shared responsibility between the government and the community. Without any support from the educational community, it will not work optimally as expected. The Law No. 20 of 2003 article 8 states that the public has the right to participate in the planning, implementation, monitoring and evaluation of education, while Article 9 states that the community is obliged to provide resources support in the implementation of education. This illustrates that community who become the main actors in the development of education, that policy made from the central government often

cannot be applied to all regions because of the less consideration on the diversity and uniqueness of the region.

Community participation is the role of society in problem solving in a society. Participation has a very wide and diverse meaning. Participation is a manifestation of community participation in achieving a common goal in a community (Lakes & Guidry, 2009). The participation may be in the form of criticism, suggestions, service or in the form of material either directly or indirectly. Community participation is very important for the development of education.

Democracy in the field of education is required, in order to get characterized democratic humans. Educational reform through education democracy, according to Zamroni (t.t.:127-130), can be done in three aspects of education: regulatory, professionalism, and management. The regulatory aspect focuses on curriculum reforms related to the formulation of educational goals, the application of competency-based curriculum, the shifting of the teacher's work paradigm from responsibility to accountability and the evaluation with essays and portfolios. Professionalism aspect is aimed to restore the rights and authority to the teachers in carrying out the task of teaching. This aspect can be pursued through the development of awareness on the political rights of teachers and the provision of opportunities for teachers to develop themselves. While the educational management aspect is aimed to change the centers of education control. This management aspect reform can be done in two ways.

First, it provides wider opportunities for educational institutions to make educational decisions. This form of policy is to foster school-based management. Secondly, it provides wide opportunities for citizens to participate in the provision of education. This policy can be realized in the form of community-based education.

The problem of community-based education is actually a new discourse which is emerged in the world of education, especially for the people of Indonesia. It arises in relation to educational reforms requiring a paradigm shift from centralistic into desentralistic education, shifting from authoritarian educational practices into liberating democratic educational practices, and from the state-oriented education concepts to the community-oriented education concept.

Community-based education according to Sihombing (in Jalal and Supriadi, 2001: 186) is an education that is designed, implemented, assessed and developed by the community that leads to an effort to answer the challenges and opportunities that exist in certain communities with future-oriented. In other words, community-based education is the concept of education "from society, by society and for society". With this statement, Sihombing asserted that the reference in understanding community-based education is education outside of school, because outside education is based on the community, not on the government. He can take the form of Center for Teaching-Learning Activities (PKBM) that thrives and the people vying to establish. The same thing is also expressed by Supriadi (2000: 365-368) who studied the phenomenon of

TKA/TPA which is emerged in Indonesia since the 1980s. He states that community-based education is a process of education that is born from the needs of the community. Therefore, he should not be restrained by the formal rules of the government. From here, the phenomenon of TKA/TPA could be used as an alternative model for the development of community-based education, especially in terms of its release from the government bureaucracy. He always manifests as a proof of the accommodation of the will of the people to teach his children.

The concept of community-based education would be an urgent thing to do in the context of education democratization. Community-based education is a political struggle for social transformation. Community-based education is a part of a critical pedagogic agenda that always attempts to free education from the shackles of power. When education has been liberated from domination and hegemony of power, it means that education democratization can be realized.

In summary, people's participation in Sumenep regency is quite high. It can be observed from the enthusiasm of the community in the implementation of Non-Formal Education through the CLC. Society is always enthusiastic about the training which is given to them.

Ngaka, Openjuru & Mazur (2012), *Exploring Formal and Informal Education Practices Integrated and Diverse Learning Environment in Uganda: Availability of and access to education is a human right. Recognize and integrate the various forms of education are important strategic interventions needed to achieve the goal of Education for All (EFA) in accordance with the principles of the World Declaration and Framework for Action on CBE base partnership is*

essential. Although literacy is not a panacea to solve all the problems facing the global community, there is now no doubt that the literate population is more productive and empowered to make a decision to enjoy sustainable living of the population is illiterate. It must show that Non-Formal Education should not be assumed to be non-literates only because it accommodates the literacy and contribute to the improvement of their livelihoods. Therefore, the low status given to Non-Formal Education and minimal support by governments and other actors is a major barrier for most people who have an interest to be involved in Non-Formal Education system. If adequately prepared through Non-Formal Education will be significantly involved in livelihood support activities initiated by different government and civil society organizations (CSOs). Non-Formal Education helps to promote increased economic growth and improvement of active citizenship in the community.

As well as to solve the problems of illiteracy in Sumenep Regency, There are some communities that participate in empower the public, such as:

1. The Involvement of Family Welfare Guidance (PKK)

In summary, the efforts to increase knowledge of the cadres and the public interest that do Family Welfare Guidance in each District in Sumenep is to hold the event technical guidance (bimtek) to cadres Family Welfare Guidance village, socialization, training, providing a bulletin board in the office of the secretariat of the Family Welfare Guidance collecting clippings which contains the articles of knowledge as well as providing magazines, books in the library.

Regarding efforts to increase business skills, to do with job skills courses, and subsequently given a venture capital group. Apart from that, the Family Welfare Guidance also promotes training courses for making a variety of handicrafts, food products and beverages that results something to be sold. It helps and thus increases the family income. So that a mother can portray himself as an educator first and foremost, the need for efforts to develop abilities and skills through the optimization of the Family Welfare Guidance. So with the Family Welfare Guidance in Sumenep Regency, it nascent movements of the Family Welfare Guidance to promote or provide learning to the community in Sumenep to make the people in Sumenep helpless.

## 2. The Involvement of College/Campus

Based on the results of research and interviews with the implementation of Non-Formal Education in Sumenep, researcher concludes that the involvement of universities in the implementation of Non-Formal Education in Sumenep is noticeable. Eastern universities in Java as State University of Surabaya also participate in eradicating illiteracy which is high enough in Sumenep.

## 3. The involvement of Private Sector

Based on the results of research and interviews with the implementing Non-Formal Education in Sumenep, researcher concluded that the involvement of employers in the implementation of Non-Formal Education is especially needed since most people in Sumenep do not quite understand on entrepreneurship. Provision of learning based on the experience of the entrepreneurs is expected mainset and able to change the mindset of people to become entrepreneurs.

Partnering and mentoring process undertaken by entrepreneurs who care about how powerful enough to make people become entrepreneurs.

#### 4. The involvement of NGO

Based on the results of research and interviews with the implementing Non-Formal Education in Sumenep, researcher concluded that NGOs, both in the form of religious organizations or others also help in giving lessons to the public so that it is indirectly also quite follow the successful implementation of Non-Formal Education in religious organizations there are also human resource development, entrepreneurship development, etc. so that the existence of these organizations can be used as surveillance (monitoring and evaluation) to the apparatus of government in the implementation of Non-Formal Education in the field of Non-Formal Education so that implementation can proceed smoothly.

While the definition of Non-Formal Education by the review team of educational reform in the context of regional autonomy (Jalal and Supriyadi, 2001) concluded that if the Non-Formal Education (NFE) for the airport, affection and sought after communities, then they should dare to imitate what kind of what is developing in the community and then enriched with a touch of systematic science and technology in accordance with their communities. Strategies need to be developed and implemented by school education in helping to provide education to those who are not served by formal/school for various reasons. It is because the people who cannot afford, what they think about is how to live today, therefore they learn to live, they do not want to learn only to learn,

for the people should be encouraged to develop through community-based non-formal education, education non-formal is of, by and for the benefit of society.

Community-Based Education (CBE) consists of activities that the public is used to operate as a learning environment by involving students, teachers, society, as well as different sectors actively engage the Institute to review the entire process of education learning. Asefa (2000: 229) valued community-based education widens participation in education, and in principle, to provide education which is informed by the interests and needs of local communities.

There are some certain roles of communities in non-formal education, which are: the community to build PKBM, studios and learning activities others, apprenticeship, pursue productive activities, religious education in the form of schools provide supplies to the students not only in the form of religious education but also started shifts in public education, and business skills regarding the provision of life and living in the community. Broadly promote education efforts through community organizations in education, also known as the public eager to learn (learning society). Similarly, provision-the provision of education and skills are related to livelihood.

Cooperation and partnership in the CLC are very important, especially in the elaborated and built new programs. Non-formal education is also the responsibility of the society, so that the full participation of the society in the implementation of non-formal education are the most required, so it can be concluded that the need for greater participation, including between government and private, as well as some other actors involved. Cooperation and partnerships



can be done with various components of the society and the government or other agencies, whether it is profit and non-profit or charitable institutions (funding or donor agencies). Cooperation and partnerships are primarily undertaken to: help human resources, financial, and material, or perhaps for other activities such as placing the learners in a company for an internship, or building networks of cooperation in the development of a program which is more favorable in PKBM (Kamil, 2009).

Based on the analysis above, it is concluded that the implementation of Non-Formal Education in Sumenep is not only the government's responsible. Complete the view of Lakes & Guidry (2009); Community participation is the role of society in achieving a common goal in a community (The form of such participation may be in the form of criticism, suggestions, services or in the form of material either directly or indirectly. Public participation in the implementation of Non-Formal Education in Sumenep regency is quite high. The society either the groups or individuals are interested to implement a similar activity that leads to empowerment and improvement of quality of the society in Sumenep.

One of the factors are the involvement of village apparatus and district apparatus and organizations that are take sides of the society. Sumenep regency is familiar with their high religious level, including poverty alleviation can be through collaboration with the religious community organizations. For example *majelis taklim*, mass religious organizations and so on. Of course in this case the NGO also needs to be involved that also do or provide learning to the community from NU and Muhammadiyah mass organizations.

The community groups are trying to serve, love and sought after communities, imitating what is good from what is developed in the community and then enriched with a touch of systematic science and technology in accordance with their communities. All actors are good people, government and businesses need to collaborate with institutions which participate in carrying out its responsibilities if it would form a Non-Formal Education based on community needs.

From the discussion above, a **minor proposition (9)** is arranged :

**The involvement of the community and stakeholders in formulation and implementation of Non-Formal Education result a good Non-Formal Education policy**

From the minor propositions described above (minor proposition 1-9), major proposition composed in the analysis of Non-Formal Education policy to increase the business entrepreneurs based on Community Based Education as follows:

### **Major Proposition**

**If entrepreneurship education and job training by local governments, NGOs, companies and informal leaders are set up with specific regulation based on the resources, curriculum, budget, community participation and then are coordinated well in a special institution, the policy of Non-Formal Education increases the number of business entrepreneurs that will produce good output and impact**

### **6.3. The Recommendation Model of Non-Formal Education Policy to Increase Business Entrepreneurs on the Basis of Community In Sumenep**

In general, policy analysis focuses on three case studies. The three focuses are footing guided in conducting policy analysis (Suharto, 2005), are:

1. Definition of social problems
2. Implementation of the policy
3. The effects of policy

By focusing on the three things above, the process of policy analysis will attempt to define the problems clearly that will be the focus of a study which will be addressed by the policy. The problems as the focus of the policy analysis study which is determined, policy analysis in charge of determining the policies is appropriate to the problem, so that it can solve the problem well.

The policies that have been defined and implemented would produce some consequences. The impact can be either positive or a negative result. For this reason, policy analysis attempts to do predictive effort by predicting the consequence of these policies before or after the policy is implemented.

Thus, policy analysis always concerns with things before and after the policy is defined and implemented. Policy analysis seeks to provide a clear definition of the position of a policy issue, predictions related to the policy, the recommendations or prescriptions which may be useful for policy, description or monitoring of policies, and evaluation of policies. Everything runs in coherent and systematic processes in order to support policies aimed to address the problem.

Basically, policy analysis is a process of understanding the policy issues such as to give some ideas/thoughts on the ways-solution. The problem itself is a qualitative policy making process. An understanding of the policy issues born of deductive way of thinking, a way of thinking which starts from theoretical insights that are translated into a concept more operational units and can be connected with reality. Theoretical insight itself does not stand alone because it depends on the subjectivity of the policy analyst. Differences insight not only due to the nature and type of policy issues, but also a different perspective or paradigm differences thought or philosophy of different thought.

Qualitative methods in policy analysis is accomplished to understand deeply on policy issues rather than looking at the policy issues for the sake of generalization. This method uses deep technical analysis that examines policy issues case by case basis due to the nature of the problem is different from each other, it would be different in solving one problem with another problem.

In brief, any public policy made by the government (in this case is policy of Non-Formal Education of community-based to increase the number of business entrepreneurs) should be a public choice that became users (beneficiaries). Thus, the policy formulation process should involve the public through interest groups. In general, this is the concept of public policy formulation is the most democratic because it gives space to a wide public to contribute their options to the government before making a decision. A thought is based on the John Locke's idea which stated that the government is an institution that emerges from the social contract among individuals of the community.

Although it is ideal in the context of democracy and the social contract, the model of public policy has a major disadvantage in the reality of the interaction itself because the interaction will be limited to the public which has access. On the other hand, there is the tendency of the government to satisfy their constituents rather than the public. We often see public policy as it is fair, but when it is examined, it only benefits to a small number of citizens or groups. To ensure that public policy is the decision of the public selection, the necessary decision-making involve the wider community, which allows for direct public representation.

The practice of deliberative democracy prioritizes the cooperation among ideas and the parties (Klijn & Koppenjan, 2000), while keywords of representative democracy is competition between ideas and inter-group. If representative democracy is characterized by political competition, victories, and defeats the one hand, the deliberative democracy further highlight the argument, dialogue, mutual respect, and try to reach common ground and consensus. Direct democracy relies on the electoral representation system (the delegation of authority and power), and the political elites, while the deliberative democracy emphasize on participation and direct involvement of citizens. The procession with the practice of deliberative, the performance of the establishment will be produced and the accountability of implementation of a policy can be appropriately requested by the citizens.

The whole series of policies regarding the existence of Non-Formal Education in Sumenep made by the central government which is under the

auspices of the Directorate General in the Ministry of education and culture in charge NFE ( Non Formal Education ). General Directorate in charge of taking care of Non-Formal Education in the Ministry of Education and Culture is the General Directorate of Early Childhood Education and Community Education (ECCE-Society Education). DG ECD-Society Education creates guidelines-guidelines that will be given to the Department of Education in Sumenep to implement the operational-technical guidelines on the implementation of Non-Formal Education through the presence of CLC/PKBM scattered in several District in Sumenep.

However, the actual government in the District of Sumenep also entitled to adopt a policy regarding the implementation of Non-Formal Education in Sumenep whether it is a Regent Decree in accordance with the Law No. 23 Year 2014 on Regional Government, where the central government delegates authority to local government including educational affairs. Yet, it becomes a problem for the actors who manage the Non-Formal Education in Sumenep that if the local government Sumenep also makes policy regarding the implementation of Non-Formal Education in Sumenep, the guidelines made by the central government will not run because it will be obstructed by the existing policy in the region. However, if we observe it, it is not really a problem instead it ai an opportunity that the local government could take.

According to Mariun's theory (1979) that the freedom which allows local governments to create their own initiative, managed and optimized local resources. Having the freedom to take the initiative is a basis for the granting of

regional autonomy, as the basis for granting regional autonomy is able to act in accordance to local requirements. In addition, through this decentralized system of local government given the authority and responsibility to regulate the area, it is considered that more local governments know the condition of their respective regions. Furthermore, through the implementation of a decentralized system, it is expected to cost more efficient bureaucracy. That is why regional autonomy should be carried out on non-formal education.

According to policies that come from the government the central government and local governments, the implementation of Non-Formal Education in Sumenep is also found the NGO (Non-Government Organization) entrepreneurs, enterprises and informal leaders. Basically, the existence of NGO (Non-Government Organization) in Sumenep also has a policy in the form of a program to empower the community. Just as employers issued a program to conduct training to the community to create market products, but the entrepreneur himself is relatively a small number that concerns on the empowerment. Moreover, the Company also issued a policy regarding its responsibility to deceive the public about the form of training, learning is taught to the public.

Overall, we can conclude that the problems occurred in Sumenep is the current number of people who are illiterate are still fairly high. Based on existing data, Sumenep Regency is ranked 2nd highest national level regarding the number of people who are illiterate. Therefore, the presence of Non-Formal Education can overcome problems that occur in Sumenep today. However, in the reality, the implementation of Non-Formal Education in Sumenep is still fairly far from what

has been expected. The presence of government officials who take advantage therein, the policy made is still more emphasis on approach Top-down, so it is not on target, that the implementation is lack of coordination among agencies, the private sector and society, budgetary problems are still limited, and the quality of the overseers that is still fairly low, etc. Observing the issues, we need a model or changes in the implementation of Non-Formal Education in Sumenep.

Therefore, the researcher recommends a model policy to address the problems of the implementation of Non-Formal Education that occurs today (see the figure 6.1 as follow)



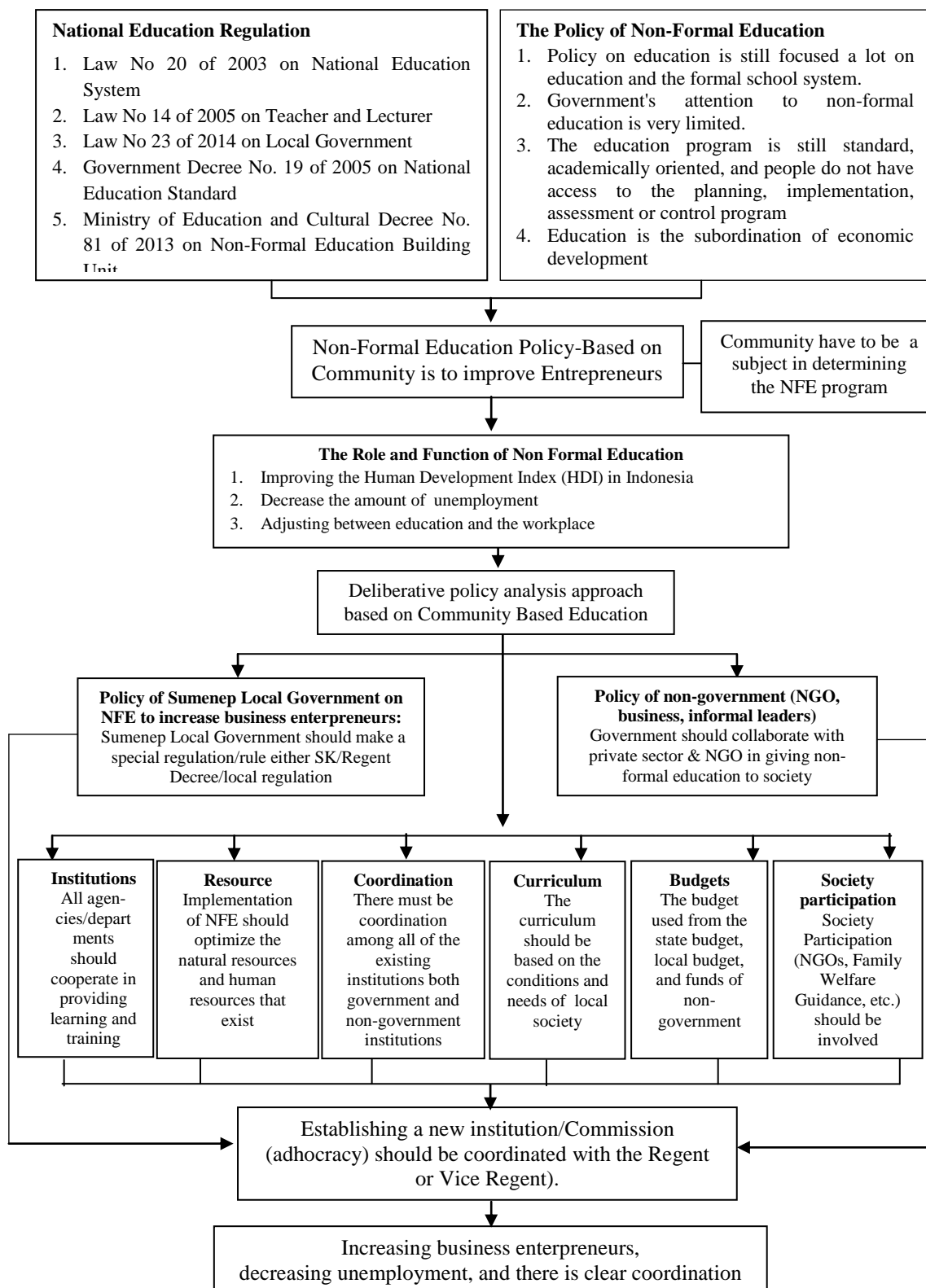


Figure 6.1

Recommended Model of Non-Formal Education Policy to Increase business Entrepreneurs on the Community Based Education Perspective

Based on the figure 6.1, starting from the groove to think that researcher expects that the Non-Formal Education in Sumenep in the future, focuses not only on the reduction of illiteracy, but also provides enterpreneur training so that its existence is able to increase the number of entrepreneurs. Based on the description above, the future existence of Non-Formal Education have become a stepping stone in education to give birth to new entrepreneurs. In addition, the curriculum will be applied in accordance with the needs of society, the Non-Formal Education should involve the community in the process of policy formulation, so that the researcher would like to create a model of Non-Formal Education policies to increase the number of community-based entrepreneurship education perspective. It is because the existence of Non-Formal Education in Indonesia today is aimed to be springboard to make new entrepreneurs.

Observing the implementation of non-formal education, it involves several elements that can refer to the pattern of development of the theory of Hill and Hupe (2002) which is fundamental to the three main theories, they are deliberation, institution, and governance. However, it is constraints that in the reality, Sumenep regency government policies tend to be closed in other words no transparency or openness in implementing Non-Formal Education in Sumenep Regency, as well as in formulating policies concerning the implementation of Non-Formal Education in Sumenep is more inclined to use the system top-down approach, where all of the implementation of Non-Formal Education is controlled by the central government. Thus, in the implementation of the policy is not in

accordance with what is happening in the field or not in accordance with the needs of the community.

Whereas, in actual fact prepared models of Non-Formal Education should be truly flexible, tailored to the needs, the right curriculum, time adjusted to target opportunities, empowerment and community participation in the management as a basis, the independence of the learning objectives etc. Therefore, in formulating a policy on the implementation of Non-Formal Education in Sumenep Regency, it is required to do with openness and transparency based on consultation and consensus with the community, so that in the future, it can develop it through Non-formal education, community-based is Non-Formal Education of, by and for the benefit society, so that later on this model can be categorized as a model of "deliberative policy". Where in formulating policies must involve the various parties concerning about the non-formal education, including communities in Sumenep regency.

However, this deliberative models need to be extended again, so that its implementation in the field is not determined by the employer or more led to a top-down approach (approach to the development of the above), in which this approach construction was done on the basis of the interests of the government in order to build and deceive the public. Whereas in the model of deliberative policy emphasizes more on a bottom-up approach (approach development from below). Therefore, the result of the implementation of the process model of policy deliberations should be institutionalized, either in the form of norms or rules, through the institutional process in order to be able to coordinate with all the

parties involved, by creating a common policy in matters of Non-Formal Education in Sumenep regency that includes: coordination of all parties or actors involved, the budget used, curriculum applied, and community participation in which the implementation of Non-Formal Education in Sumenep is in accordance with its intended purpose. 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 entrepreneurs.

Governance, which is a concept involving several elements in it that the government, private sector, and communities are integrated, where the researcher found that in actual practice, government agencies also indirectly provide training or learning to the community, but its presence is still separately and partially done. Manpower and Transmigration provide programs to increase job opportunities, monitoring programs and job training, the Department of Cooperatives and Small and Medium Enterprises provides Entrepreneurship Development Program and Competitive Advantage Small and Medium Enterprises, Program Development of Business Support for SMEs, the Quality Improvement Program Institutional Cooperation, Creation Program climate Small and Medium Enterprises and Conducive), Department of agricultural gives Improvement Program Food Security (Agriculture / Horticulture) and Program

Improvement Product Marketing and Livestock Production, (Agriculture / Horticulture), Department of Fisheries and Marine gives Economic Empowerment of Coastal Communities), Department of Industry and Program trading provides Small and Medium Industry Development), and etc.

Furthermore, the role of the private sector is also needed to support the implementation of Non-Formal Education in Sumenep regency. Therefore, the government should involve the private sector in the implementation of Non-Formal Education in Sumenep regency. The partnership with the private sector of the society can directly give a briefing about entrepreneurs. It is found in this study that the actual current private parties such as entrepreneurs and companies also have policies or programs to empower local communities, as doing guidance, learning, and providing training to the local community to become entrepreneurs so that more people powerless. However, its existence at the moment is not well coordinated so that the process of giving a lesson to the public is done individually. Therefore, the future of this relationship must be done, so that in the process of implementation of Non-Formal Education to partner or collaborate directly with the company so that the objectives of Non-Formal Education in Sumenep in increasing the number of community-based entrepreneur can be achieved. Therefore, the implementation is directly mentored by entrepreneurs who already succeed in being an entrepreneur, so that people can learn directly to the mentors who are from the entrepreneur, the processing of marketing of products/services that have been created. Thus, empowering the community through Non-Formal Education can be achieved optimally.

The most important thing is to maximize community participation in Non-Formal Education in Sumenep Regency. Therefore, the government of Sumenep must involve the public in policy formulation on Non-Formal Education in Sumenep Regency. It is found in the study that the government has not involved the community in the formulation of policies of Non-Formal Education in Sumenep Regency. In case, all the policies are made by the central government without concerning the needs of the community. So that in practice, this often means learning or curriculum created by the central government does not correspond with the needs in Sumenep Regency society. Therefore, the future of Non-Formal Education at Regency of Sumenep must implement a community-based education to increase the number of entrepreneurs.

Furthermore, in case of the problems that occur in Non-Formal Education policies, to increase the number of business entrepreneurs in Sumenep, the most outstanding thing is the institutional and coordination problems. The issues such as regulation, financial, community participation, curriculum, and resources, can be completed if the institutional coordination is done well. So, the researcher makes suggestion that an institutional model and the coordination in the figure below:

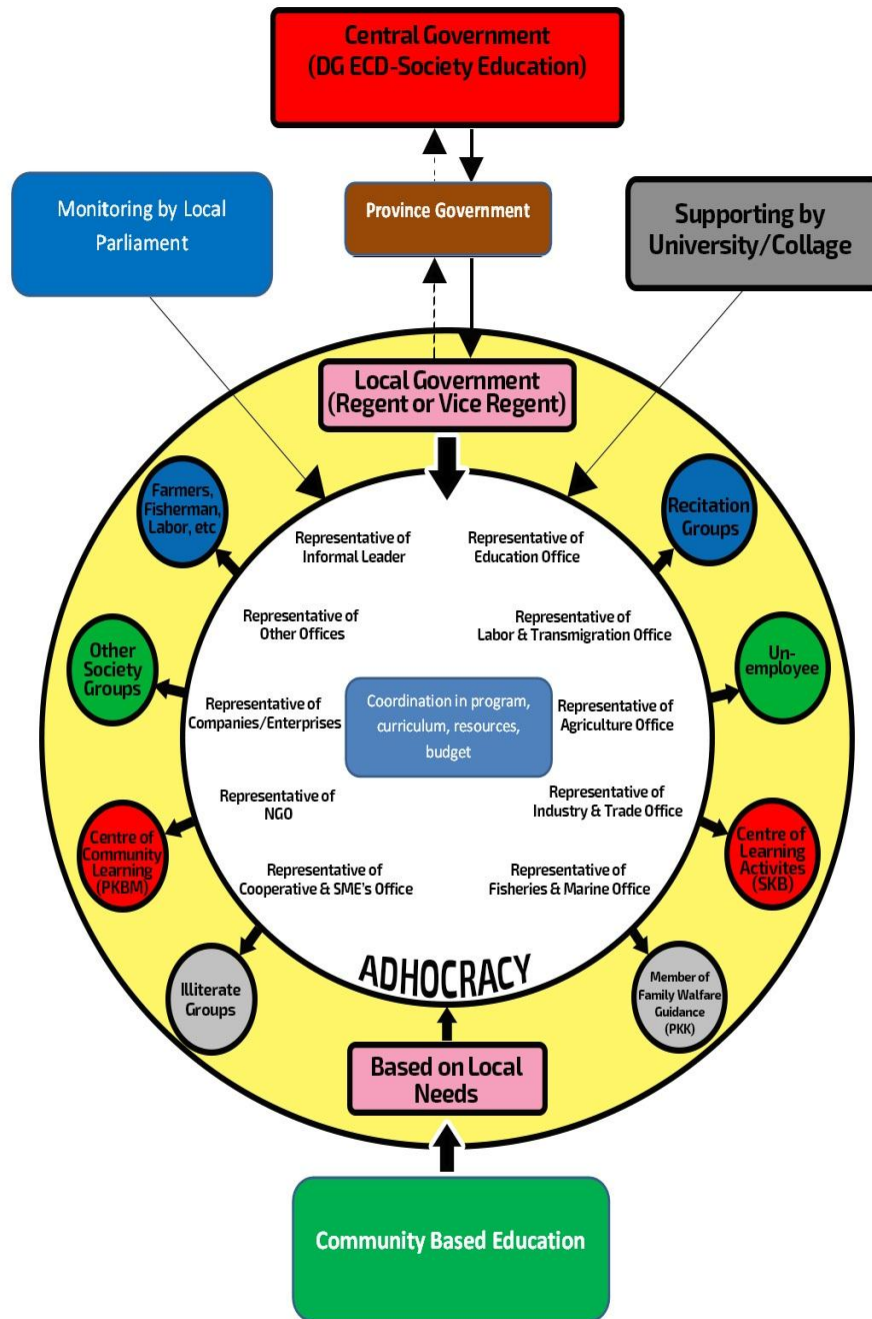


Figure 6.2  
 Institutional Model on Non Formal Education  
 to increase business entrepreneurs

Policy of non-formal education-based on community to increase business entrepreneurs in Sumenep, although without a clear regulation, can be properly implemented if there is a good coordination among agencies/departments in the local government, and between local governments and non-governmental organizations, businessman, and society. Actually, in the implementation of programs in entrepreneurship education, there have been a lot of actors involved in providing entrepreneurial skills to improve the community and increase the business entrepreneurs

At present, it is realized that organizational performance is influenced not only by norms and expectations, but also by technology and markets (Colignon, 2009). For instance, The private companies, which faces both the market pressure and the legitimacy issue. Facing this condition used a compound approach. The organizational network approach is combined with the issue of fields and state-organization relations (Casey, 2002: 4-5). 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.

Interaction between Institutional Theory and Organization arises a New Institutional Theory. According to Scott (2008: vii) the study of institutions and organizations began to interact since the 1970s, as the attention is given to the



importance of the form-organizational forms and organization fields. Some important contributors to this relationship are Weber with bureaucratic theory, Parsons and cultural institutional to the organization, Herbert Simon in collaboration with James G. March who studied the nature or characteristics of rationality in the organization, Selznick who studied the institutional theory of the organization ( Scott, 2008: 20-23), and Victor Nee in the context of institutional analysis that studied the relationship between formal and informal processes in institutional environments (Alexander, 2005).

According to Scott (2008: 36), New Institutional Theory is about how to use the institutional approach in studying the sociology of an organization. Scott observed how the institutional process had to do with organizational structure and behavior. New Institutional Theory is not similar with the Old Institutional Theory - provides a way to see organizations in contemporary society (Scott, 2008: viii).

An organization must recognize the most appropriate coordinating mechanisms needed to achieve the goal effectively and efficiently (Mintzberg, 1983). Rondfeldt (1997) points out that the information revolution causes the organization to become more flat, undermine hierarchy, and decrease in number middle managers management innovation and technology will be the basis of traditional hierarchy and then change the forms of organizational matrix. A new concept is the organizations should be redesigned around networks, not hierarchical, and these networks should be kept in flux.

In an organization whose work activities are divided into smaller units or departments requires coordination by each manager to achieve organizational

objectives. Each unit or department is always related to each other in order to achieve the goal or create a product. Each unit cannot work independently because they directly or indirectly depend on and relate to other units. The results of a unit are controlled directly or through unity based on the actions of other units. Dependency can be dependence on work, role or position, social and knowledge.

There are two forms of dependency within the organization:

#### 1. Intradependency

This form of dependency within a department or organization is called intradependency. This form of dependence both from within and outside the organization occurs repeatedly even almost form a pattern such as the entry of resources, processing of resources and emerging results. If one of these dependence chains are broken, then it can affect others. For example, the hospitals which are facilitated with drug suppliers.

#### 2. Interdependency

Interdependency is a form of dependency that occurs between units within an organization or dependency between one organization with another organization. Interdependency also exists among producers. In the primitive life of a closed household, perhaps everything needs to be fulfilled by itself without the production of others. But in the next development, with the increasing number of needs and the number of needs is increasing then it is impossible to be fulfilled. especially the development of science and technology and the development of a

more complex culture. Example of Interdependence is building a hospital, then needed material that form of stone, sand, wood, tile, cement, and others.

Kanter, Stein, Jick (in Hatch 1997: 351) state that organizations that have little hierarchical level and limitations of loose functions and units will be more adaptable to change, more flexible, sensitive and responsive to the environment, to connect with stakeholders.

According to Thompson (in Jones, 2013), there are 3 kinds of dependency patterns among organizational units:

- a. Pooled interdependency occurs when interdependent work is done at the same time and the end result is collected simultaneously. Each part contributes to the other as a whole. Examples of heads of administrative, logistics, marketing and so forth their results will be held accountable to the same person who is the hospital director.
- b. Sequential interdependency occurs when a job has been completed, it will be forwarded to the next job. An example in terms of pharmacy, a new pharmacist can provide medicine to patients based on a prescription from a doctor.
- c. Reciprocal interdependency occurs when work is done in repeated interactions with each other or the outcome of a job becomes an input to another job. If a unit does not produce a product or output then other units cannot work because the result of the unit is a requirement of the production process in another unit. For instance, a laboratory in a hospital that checks the patient after a diagnosis from a doctor. After the results of

the laboratory, a new doctor can decide the illness suffered by patients and make appropriate treatment.

Stoner and Walker (in Handoko, 2003) point out about 3 kinds of coordination:

1. The need for coordination of pooled interdependence

It occurs when the organization is independent to carry out a day's work, but depends on the accomplishment of each unit for the achievement of the end result.

2. Coordination needs for sequential interdependence

This need is reflected in an organizational unit that must carry out the activities first before the next units can act.

3. The need for coordination of reciprocal interdependence

Mutual reciprocity involves mutual giving -receiving and mutual benefit among units.

From the exposure above, it is concluded that in every organization which is divided into several units, there must be relationships and dependence between units. In addition, the division or specialization causes obstacles and also creates high dependence. The existence of obstacles and interdependencies cause coordination needed in integrating the performance of each unit. The role of coordination in this case is to create structures and facilitate transactions between interdependent parts. 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 organization can be achieved.

Based on the figure 6.2 above, the researcher recommends an institutional model along the coordination lines. This Institution is ad hoc (adhocracy), as explained by Mintzberg (1983).

Mintzberg's organizational design model consists of 5 structural configurations, they are strategic apex, middle line, operating core, support staff, and technostructure. 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 Bureaucracy

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 Bureaucracy

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.

Table 6.1  
Mintzberg's Five Organizational Structures

Structural Configuration	Prime Coordinating Mechanism	Key Part of Organization
Simple structure	Direct Supervision	Strategic Apex
Machine bureaucracy	Standardization of work processes	Technostructure
Professional bureaucracy	Standardization of skills	Operating core
Divisionalized form	Standardization of outputs	Middle line
Adhocracy	Mutual Adjustment	Support staff

The formation of this institution is created by Regent Regulation (Perbup), the coordinator is the regent or vice regent directly. The tasks of this institution are:

1. To develop and coordinate the implementation of the program in entrepreneurship education and life skills; this is done by representatives of agencies in these ad hoc institutions, by reporting and supervising directly by the Regent or Vice Regent.
2. To develop alternative suggestions on entrepreneurship, education and life skills; including the type and method of training which are undertaken, budget, training infrastructure; It is done by involving representatives of existing agencies, campuses, companies conducting entrepreneurship training, government's banks (BPRS), community leaders, and NGOs under coordination of the field of PLS in Department of Education.

3. To develop and coordinate the activities in the promotion and development of entrepreneurship education and life skills; this is done by all stakeholders in this ad hoc institution.
4. To develop curriculum and technical manual operation of the promotion and development of entrepreneurship education and life skills; it is done with the help of universities, NGOs, and by companies conducting entrepreneurship training;
5. To evaluate the implementation of activities in the promotion and development of entrepreneurship education and life skills; this is done by the Regent/Vice-Regent and evaluated-supervised by DPRD
6. To implement and coordinate the forms of cooperation among government agencies and other organizations that organize training activities and the entrepreneurship education development and life skills; this is done by all stakeholders in this ad hoc institution.

The *ad hoc* institution here, is essentially filled by representatives office that continuously implement guidance, training, and entrepreneurship education and life skills such as the Office of Education and Culture, Office of Manpower and Transmigration, Office of Agriculture, Cooperatives-SME, Marine and fisheries and Office Offices/institutions. Ad hoc institution may be added with representatives of non-government parties such as NGOs, entrepreneurs, informal community leaders, and others. These institutions are controlled and coordinated by the regent or vice regent directly.

In coordination, the Departments involve in Non-Formal Education programs to increase the number of entrepreneurs in Sumenep regency such as Department of Education, the Department of Manpower and Transmigration, the Department of Cooperatives and Small and Medium Enterprises, the Department of Agriculture, the Department of Fisheries and Marine Affairs, the Department of Industry and Trade, and other departments/agencies should be directly accountable to the Regent or vice-Regent (pooled coordination).

The NFE program in Sumenep regency which there is no accurate data and information until present, making the program become less target, overlapping of NFE one another, and planning of non-formal learning program becomes less guaranteed sustainability. The Department of Education (PLS) must coordinate the relevant technic in the field across sectors such as related SKPD, DPRD, private sector, NGO, campus, government's bank, community leaders and target communities, so that the target of increasing entrepreneurs will be quickly achieved (sequential coordination and reciprocal coordination).

This interdependence causes coordination to be needed in integrating the performance of each unit. The role of coordination in this case is to create structures and facilitate transactions between interdependent parts. The creation of good coordination between among units or departments can minimize the error occurrence and conflicts so that the production process can run effectively.

The whole set of policies on Non Formal Education in Sumenep is conducted by the central government under the auspices of the Directorate General of the Ministry of Education and Culture in charge of NFE (Non Formal



Education). However, the government in Sumenep Regency is also entitled to adopt a policy on the implementation of Non Formal Education in Sumenep whether it is a Regent's Letter in accordance with Law No.23 of 2014 on Regional Government. But, the problem for non-formal education administrators in Sumenep if the Sumenep local government also makes a policy on the implementation of Non Formal Education in Sumenep, the guidelines made by the central government will not work efficiently because they will be hampered by the existing policies in the region.

According to central and local government policies, the implementation of Non Formal Education in Sumenep District was found by businessmen, entrepreneurs and informal leaders (Non-Government Organizations). Researchers expect Non-Formal Education for the future in Sumenep, not only focusing on illiteracy reduction, but also providing enterpreneurs training so that its existence can increase the number of entrepreneurs. The results on the implementation of the policy deliberation process model should be institutionalized, either in the form of norms or regulations, through an institutional process in order to coordinate with all parties involved, by formulate policies together on the issue of Non Formal Education in Sumenep Regency covering: coordination of all parties or actors involved, budgets used, curriculum applied, and community participation in which the implementation of Non Formal Education in Sumenep in accordance with main goal.

From the research findings, analysis of research findings, minor propositions and major propositions above, can be seen detailly in the matrix table 6.1 as follow:

Table 6.2  
Matrix of Research Results

Research Problems	Research Focuses	Research Findings	Minor Propositions & Major Propositions	Theories Relevant
<p>(1) What are policies of Non-Formal Education to increase business entrepreneurs in Sumenep Regency East Java?</p>	<p>Policies of Local Government</p>	<ol style="list-style-type: none"> <li>1. The Policy on NFE is organized by the General Directorate of PAUD DIKMAS under the Ministry of Education and Culture.</li> <li>2. Government of Sumenep has a Regional Regulation (Perda) No. 7/2007 About Educational Implementation System, without derivative regulation on non-formal education.</li> <li>3. The implementation of NFE, Sumenep regency has no own initiative and only refers to guidelines and technical guidance from the central government (top down policy), so it has not been able to cover the needs for organizing Non-Formal Education to increase the number of business entrepreneurs.</li> </ol>	<p><b>Minor Propositions 1</b> If the Non-Formal Education policy is set with the special regulation by local authorities and not only based on the rule of the central government, the Non-Formal Education in the area will be able to run smoothly.</p> <p><b>Minor Propositions 2</b> If the policy of Non-Formal Education relies solely on technical and operational guidelines of the central government, the Non Formal Education in the area does not run in accordance with local needs</p>	<p>Results of this research are strengthened by Hill and Hupe's theory (2002), the pattern of fundamental development to the three main theories: deliberation, institution, and governance.</p> <p>and Cross strengthens (1997), the government should not be "clientelism" in which authority is controlled by a top authority figure who can set everything up with the bottom of the social structure, in accordance with the criteria (top-down approach)</p>
	<p>Policy of non government (NGO, private sector, informal Leader)</p>	<ol style="list-style-type: none"> <li>1. NGO, businessman, and informal leaders basically also give lessons to the public, both basic learning (reading, writing, and arithmetic) and entrepreneurship learning.</li> <li>2. each of the NGO, businessmen, and the informal leaders, in providing Non-Formal Education to increase the number of business entrepreneurs, they do on their own without coordination with the Government of Sumenep regency.</li> </ol>	<p><b>Minor Propositions 3</b> If the Non-Formal Education has been undertaken by NGOs, entrepreneurs, and informal leaders is accommodated by local government in local policy, the Non-Formal Education policy will be better and more comprehensive.</p>	<p>strengthen Stoker (2006a) on Collective decision as a mechanisms in decision-making process, the results of the process are then used as a policy</p> <p>strengthen Abdul Wahab's view (2002) that the state must be willing to share the role, sharing of power, and collaboration (mutually) with autonomous social forces in society. Thus the state is viewed not as an institution "cut off" of society, but as an enabling institution</p>

(2) How is the policy analysis of Non-Formal Education to increase business entrepreneurs on the basis of <i>Community Based Education</i> in Sumenep Regency East Java?	Institution	<ol style="list-style-type: none"> <li>1. The Implementation of NFE in Sumenep, is institutionally under the authority of the Department of Education Sumenep.</li> <li>2. The major contribution is gained from relevant departments/offices which organize similar programs such as training, education and empowerment of the communities in which these activities are included in the non-formal education. This happens because the government of Sumenep does not provide a single integrated service unit that regulates matters into NFE coverage to increase the business entrepreneurs.</li> <li>3. Each department has its own field test unit, own system, own budget and own executive, so the NFE program to increase the business entrepreneurs often overlap.</li> </ol>	<p><b>Minor Propositions 4</b></p> <p>If the institution that regulates and manages the Non-Formal Education was expanded to accommodate another institution which also organizes Non-Formal Education, the program to increase number of entrepreneurs more quickly achieved.</p>	strengthen Scoot ( 2008); The process of transforming organizational values through local institutions has an effect on the characteristics of the structure so that it has a different identity.
	Resources	<ol style="list-style-type: none"> <li>1. Sumenep Regency has abundant natural resources, but the human resources, in general, is still in a low quality, with evidence that there are many people who are illiterate (highest to 3 in Indonesia).</li> <li>2. This problem is an obstacle in the implementation of Non-Formal Education in Sumenep to create new entrepreneurs.</li> <li>3. At this time the implementation of Non-Formal Education in Sumenep still prioritized for literacy learning (eradication of illiteracy).</li> </ol>	<p><b>Minor Propositions 5</b></p> <p>If the resources are managed properly based on local conditions, it will produce the output and impact of Non-Formal Education policy better.</p>	Resources (human and natural resources) contribute as the primary capital of Non-Formal Education program to increase the number of entrepreneurs. This opposes the theories of Stevenson, Roberts, and Grousbeck (1994) and Baringer & Ireland (2008) who state that the entrepreneurial process as an attempt to pursue opportunities regardless of the resources they have
	Coordination	<ol style="list-style-type: none"> <li>1. In addition to NGOs, entrepreneurs, and informal community leaders, many parties involve in providing Non-Formal Education to increase business entrepreneurs in Sumenep such as the Department of Agriculture, Department of Manpower and Transmigration, Department of Fisheries and Marine Resources, Department of Animal Husbandry, office of cooperation-SMEs, Department of Education, as well as other agencies.</li> </ol>	<p><b>Minor Propositions 6</b></p> <p>If coordination is done by all stakeholders including local governments, NGO's, businesses and communities, the implementation of the Non-Formal Education policy would be better.</p>	strengthen Malone and Crowston (1994);.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.

	<p>2. But each of these services is weak in terms of coordination. It can be observed that each office have the same programs that provide training to the community with aimed the people of Sumenep to be more empowered in economic.</p> <p>3. Each of agencies does not coordinate with Department of Education in unit of PLS as the leading sector of non-formal education, due to the absence of regulatory/legal framework governing such coordination.</p>		strengthen Ngaka, Openjuru & Mazur (2012); The integration process of resources and management processes to achieve the goals as a coordination process, has a vital role in combining all the resources of the organization
Curriculum	<p>1. The curriculum used by the organizers of Non-Formal Education in Sumenep does not fulfill the standards prescribed by the central government.</p> <p>2. Although the learning curriculum is agreed by the participants in each CLC, but it is not in accordance with the guidelines which are referenced.</p> <p>3. The curriculum is still oriented toward literacy learning course.</p> <p>4. The curriculum is not made based on field studies and needs of the community</p>	<p><b>Minor Propositions 7</b></p> <p>If the Non-Formal Education curriculum based on the needs of local communities and designed with all stakeholders, the Non-Formal Education program will give a positive impact</p>	Complete the view of Fordham (1993); there are four basic characteristics relating to the role of Non-Formal Education curriculum: a) relevant to the needs of society, b) be handled and has special interest in the category of specific targets, c) is focused on programs that meet community needs, d) flexibility in organization and in teaching methods.
Budget	<p>1. The implementation of Non-Formal Education increases business entrepreneurs in Sumenep which is poorly supported with sufficient budget.</p> <p>2. The budget (from the central government and local government) prioritizes for reductions of high illiteracy rate.</p> <p>3. The implementation of Non-Formal Education system impressed that the program is project oriented, where the funds are spent only for short-term Non-Formal Education projects and not sustainable.</p>	<p><b>Minor Propositions 8</b></p> <p>Non-Formal Education will run better, if the budget involving central government budget, provincial budget, Regional budget, and the budget of other parties in sync with close monitoring.</p>	Strengthen the view of (Harbison. & Hanushek, 1992); local politicians (decision makers) use the funds to finance the activities - physical activity, and a speedy program that can be seen the results in the short term.

	Community Partisipation	<ol style="list-style-type: none"> <li>1. Public participation in the implementation of Non-Formal Education in Sumenep regency is quite high. It can be observed from the enthusiasm of the community in the implementation of Non-Formal Education with training (literacy and entrepreneurship) given to them through the CLC.</li> <li>2. Society, both as group or as individual, have an interest to carry out the activities that lead to the empowerment and improvement of their quality of life.</li> <li>3. The society helps building the CLC, studios and learning activities, internships, productive businesses, as well as religious education is rapidly shifting to an additional vocational education effort.</li> </ol>	<p><b>Minor Propositions 9</b></p> <p>The involvement of the community and stakeholders in formulation and implementation of Non-Formal Education, will result a good Non-Formal Education policy</p>	<p>Complete the view of Lakes &amp; Guidry (2009); Community participation is the role of society in achieving a common goal in a community (The form of such participation may be in the form of criticism, suggestions, services or in the form of material either directly or indirectly.</p>
	The model of Non-Formal Education policy on the basis of <i>Community-Based Education</i> to increase business entrepreneurs in Sumenep Regency East Java	<ol style="list-style-type: none"> <li>1. Beside the policy on Non-Formal Education increases business entrepreneurs in Sumenep Regency which come from department of Education (PLS unit), however the implementation has been done by other departments, NGO, enterprises, PKK, and informal leaders.</li> <li>2. The implementation of Non-Formal Education in Sumenep is still fairly far from what was expected. The presence of government officials who take advantage therein, the policy made still more emphasis approach Top-down so it is not on target, in the implementation is the lack of coordination both between departments/agencies, the private sector and society, budgetary problems are still limited, and the quality of the overseers that is still fairly low, etc. Observing the above issues, we need a model or changes in the implementation of Non-Formal Education in Sumenep.</li> </ol>	<p><b>Major Propositions</b></p> <p>If entrepreneurship education and job training by local governments, NGOs, companies and informal leaders are set up with specific regulation based on the resources, curriculum, budget, community participation and then are coordinated well in a special institution, the policy of Non-Formal Education to increase the number of business entrepreneurs will produce good output and impact</p>	<p>It is strengthen the model developed by Hill and Hupe (2002); 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 (Casey, 2002), Victor Nee (in Alexander, 2005); the context of institutional analysis that studies the relationship between formal and informal processes in institutional environments, strengthen to Malone and Crowston (1994); coordination between the parties should lead to a "setup" diverse elements into an integrated and harmonious operation, strengthen to Scott (2008) about New Institutional Theory, and Mintzberg (1983) about adhocracy in components and coordination mechanisms opposing and criticizing the opinions and theories:</p>

				<p>Deliberative policy Model (Hajer and Wagenaar, 2003) or the model "network" (Anderson, 2011), "collaborative" (Inez and Booker, 2003), "argumentative" (Fiscer &amp; Forester, 1993), or "discursive" (Fishcer, 2003)</p> <p>Strengthen the model developed by Stoker (2006a) on Collective decision as a mechanisms in decision-making process, Abdul Wahab's view (2002) that the state must be enabling institution and willing to share the role, sharing of power, and collaboration (mutually) with autonomous social forces in society, and strengthen to Lakes &amp; Guidry (2009); Community participation is the role of society in achieving a common goal in a community</p>
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