



Evaluating the Implementation of Nonformal Education Policy in Indonesia: Challenges in Equality and Vocational Programs

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Abstract

Nonformal education in Indonesia plays a strategic role as a complement, supplement, and substitute for formal education in supporting equitable access to education. This study aims to analyze the implementation of nonformal education development policies in Indonesia by focusing on equality education programs and course and training institutions. This study employed a qualitative method with a content analysis approach through the examination of various regulations, policy documents, and related literature, ranging from Law Number 20 of 2003 to recent educational policies. The findings indicate that the implementation of nonformal education policies has contributed to increasing educational participation and reducing illiteracy rates. However, the effectiveness of policy implementation still faces several challenges, including limited budget allocation compared to formal education, inadequate quality of facilities and infrastructure in Community Learning Activity Centers, and disparities in instructor quality across regions. This study emphasizes the importance of strengthening governance, expanding partnerships with the industrial sector, and modernizing vocational-based curricula in order to enhance the responsiveness of nonformal education toward the challenges of economic disruption and unemployment in Indonesia.

INTRODUCTION

Education in Indonesia is administered through formal, nonformal, and informal pathways that complement one another in supporting human resource development (Engkizar et al., 2026; Okenova et al., 2025; Rahman et al., 2025). In the context of educational equity, nonformal education plays a strategic role as a complement, supplement, and substitute for formal education, particularly for communities that have not received optimal educational services (Gulzhaina K. Kassymova et al., 2025; M et al., 2026). The implementation of nonformal education development policies in Indonesia is regulated through various legal frameworks, including Government Regulation Number 57 of 2021 as amended by Government Regulation Number 4 of 2022 concerning National Education Standards, which encompass quality standards, curriculum, evaluation, and accreditation for nonformal education (Abdul et al., 2022).

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Normatively, nonformal education contributes to achieving the objectives of national education as stipulated in Law Number 20 of 2003 concerning the National Education System, particularly in developing learners' potential to become knowledgeable, creative, independent, and responsible citizens. In practice, nonformal education plays an important role in enhancing vocational skills, creativity, and community independence through various institutions, such as course and training institutions, community learning activity centers, early childhood education institutions, religious learning assemblies, and other community-based educational units (Hilmin et al., 2022).

However, the implementation of nonformal education policies continues to face several challenges. Inequality in institutional management quality, limited facilities and infrastructure, high service costs in certain institutions, and weak quality standardization remain significant issues affecting the effectiveness of nonformal education in Indonesia (Kassymova et al., 2025; Mutiaramses et al., 2025). At the same time, increasing competition among nonformal education institutions has contributed to disparities in public access to quality educational services.

Based on these conditions, strengthening the implementation of nonformal education development policies is necessary to address challenges related to educational equity, human resource quality improvement, and society's demand for vocational and skills-based education (D. A. Laila & Salahudin, 2022; Rahmawati et al., 2020). Therefore, this study aims to analyze the implementation of nonformal education development policies in Indonesia and identify the various challenges influencing the effectiveness of policy implementation.

In addition to contributing to the improvement of community skills, nonformal education also serves as an important instrument in supporting lifelong learning. Technological developments, changes in labor market demands, and socio-economic dynamics require individuals to continuously enhance their competencies (Fakhruddin et al., 2025; Hadi, 2017). In this context, nonformal education offers greater flexibility than formal education because it is more adaptable to community needs and industrial developments. Therefore, nonformal education should not merely be viewed as an alternative form of education, but also as part of an inclusive and sustainable human resource development strategy.

Nevertheless, several studies indicate that the implementation of nonformal education policies in Indonesia still faces challenges in terms of governance, equality of service quality, and program sustainability. Some nonformal education institutions continue to encounter limitations in administrative management, educator competence, and the utilization of learning technology. These conditions demonstrate that the success of nonformal education policies is determined not only by the existence of regulations, but also by the effectiveness of policy implementation at the institutional level and the support of various stakeholders. Therefore, examining the implementation of nonformal education development policies is essential to understand the extent to which existing policies have been effectively implemented in addressing the educational needs of society.

METHODS

This study employed a qualitative method with a content analysis approach to analyze the implementation of nonformal education development policies in Indonesia. This approach was chosen because the study focuses on examining regulations, policy documents, and various scientific literature related to nonformal education. The data used in this study consisted of secondary data obtained from laws and regulations, scientific articles, books, research reports, and policy documents related to nonformal education in Indonesia (Engkizar et al., 2026; Mayring, 2015; Özden, 2024; Renz et al., 2018; Vorotyntseva, 2023). Data collection was conducted through documentation studies by tracing, identifying, and reviewing various sources relevant to the research topic. Data analysis was carried out thematically using the Miles and Huberman model, which includes data reduction, data display, and conclusion drawing and verification (Braun & Clarke, 2019, 2022; Christou, 2022; Engkizar et al., 2025; Neuendorf, 2019). Through these stages, this study sought to obtain a comprehensive understanding of the implementation of nonformal education development policies in Indonesia.

RESULT AND DISCUSSION

Orientation of Nonformal Education Policy in Indonesia

The development policy of nonformal education in Indonesia is directed toward three main objectives, namely equal access to education, improvement of human resource quality, and poverty alleviation through education. Equal access to education refers to efforts to provide equal opportunities for all members of society to obtain educational services without discrimination. Educational equity is not only related to the availability of educational institutions, but also includes service quality, affordability, and the relevance of educational programs to community needs. According to Saepullah et al (2025), educational equity must be implemented systematically through the involvement of the central government, local governments, and society in order to minimize educational disparities among regions.

In the context of nonformal education, equal access is realized through the provision of educational services for marginalized groups, school dropouts, and communities with limited access to formal education. Nonformal education also supports the concept of lifelong learning by providing flexible learning opportunities based on community needs. Institutions such as Community Learning Activity Centers play an important role in providing equality education services and skills training, thereby reducing school dropout rates, improving community skills, and expanding educational access (Ramdhan, 2025). This finding confirms that nonformal education serves as a strategic alternative in supporting educational equity in Indonesia, particularly for groups with limited access to education (Lutfiyah, 2025).

In addition to educational equity, nonformal education policy is also directed toward improving the quality of human resources. In this context, nonformal education contributes to the development of knowledge, skills, attitudes, and the adaptive capacity of communities in responding to social and economic changes. The flexible, adaptive, and community-based characteristics of nonformal education make it relevant in supporting work competency development and individual independence. Nonformal education also serves as a strategic instrument in human resource development because it reaches communities that are not served by formal education and provides skills-based training programs. A study published in the *Journal of Nonformal Education* revealed that nonformal education contributes to improving human resource quality through the development of practical skills and adaptability in the workplace (Pendy & Mbagho, 2020).

Nonformal education policy is also oriented toward poverty alleviation. Poverty is not only associated with low income but also with limited access to education, skills, and employment opportunities. In this regard, education is viewed as an important instrument for breaking the poverty trap. Nonformal education serves as an alternative solution for poor communities that do not have access to formal education because of its flexible, contextual, and community-based characteristics. Nonformal education contributes to improving work skills, productivity, and community empowerment, thereby promoting social and economic mobility. Community-based nonformal education has been proven to enhance the capacity of individuals and communities in addressing various social and economic problems (Laila et al., 2022).

Implementation of Nonformal Education Programs

Equality Education

The implementation of nonformal education policy is carried out through various programs, one of which is equality education. This program represents the implementation of educational rights for individuals who are unable to access formal education. Equality education consists of Package A, Package B, and Package C, which are equivalent to elementary school, junior high school, and senior high school

levels. The existence of this program is in line with Article 26 paragraph 3 of the National Education System Law, which emphasizes that equality education is organized to ensure that all citizens obtain equal educational rights (Syahrudin et al., 2019; Utomo et al., 2021; Wahyuni & Pratiwi, 2021).

Equality education is not only oriented toward academic services but also integrates life skills education and vocational competencies. This approach is intended to ensure that learners acquire competencies relevant to community needs and labor market demands. In practice, equality education functions as a form of second chance education for school dropouts and communities experiencing economic and social limitations. Therefore, the curriculum of equality education should be designed to be flexible, contextual, and responsive to learners' needs.

Literacy Education

Literacy education programs are also an important part of the implementation of nonformal education policy. These programs are intended for communities that do not yet possess basic reading, writing, and numeracy skills. Literacy education is not only oriented toward improving basic literacy skills but is also directed toward developing functional skills that support everyday life.

According to Insani et al (2023), literacy education contributes to improving thinking skills, communication abilities, and social participation within society. In practice, literacy education programs consist of basic literacy and advanced literacy programs tailored to the needs of learners. In addition to providing basic literacy skills, these programs also integrate practical skills to improve the economic capacity of communities. Research conducted by Aulia et al (2025); Mukari et al (2025) demonstrated that participants in basic literacy programs experienced improvements in reading, writing, and basic numeracy skills, along with increased learning motivation after participating in the program.

Course and Training Institutions

Course and training institutions hold a strategic position in the implementation of nonformal education, particularly in improving work skills and reducing unemployment. Courses and training programs are oriented toward mastering specific competencies that correspond to labor market demands. According to Ani et al (2025); Meinawati (2020), competency-based training can improve individual productivity and employment opportunities.

The flexible, practical, and industry-oriented characteristics of courses and training programs make them more adaptive to labor market developments. In practice, course and training institutions are required to strengthen competency-based curricula, improve instructor quality, and expand partnerships with industry sectors. Strengthening practice-based learning is also essential to ensure that graduates' competencies are relevant to workplace demands. Furthermore, the utilization of educational technology and the digitalization of educational services have become important aspects in enhancing the competitiveness of course and training institutions in the era of digital transformation.

Nonformal Early Childhood Education

Nonformal early childhood education is an educational service for young children provided outside the formal education pathway. Nonformal early childhood education aims to provide educational stimulation to support children's growth and development in preparation for further education. In practice, nonformal early childhood education emphasizes play-based learning approaches oriented toward cognitive, social, emotional, motor, and moral development.

Nonformal early childhood education in Indonesia is implemented through various forms of services, including playgroups, childcare centers, and similar educational units adjusted to local community needs. The successful implementation of nonformal early childhood education is influenced by the quality of educators, the

safety of the learning environment, parental involvement, and adequate facilities and infrastructure. Therefore, strengthening educator competencies and improving service quality are essential aspects of nonformal early childhood education development.

Community Reading Centers

Community Reading Centers are community learning facilities that support the strengthening of literacy culture and the improvement of public reading interest. Community Reading Centers function as community learning centers that provide access to information and reading materials for various age groups. According to Damayanti (2025), Community Reading Centers contribute to literacy activities and community empowerment by providing learning spaces that are easily accessible to the public.

In addition to promoting reading culture, Community Reading Centers also function as spaces for education and community creativity development. In the context of nonformal education policy implementation, Community Reading Centers play an important role in supporting lifelong learning and expanding public access to knowledge resources. The utilization of digital technology and the development of community-based literacy programs are important strategies for enhancing the effectiveness of Community Reading Centers in the digital era.

Challenges in the Implementation of Nonformal Education Policy

Although the implementation of nonformal education policy has demonstrated positive contributions, various challenges remain in practice. Several major issues include limited budgets, disparities in quality among regions, inadequate facilities and infrastructure, and differences in the competencies of educators and instructors. In addition, some nonformal education institutions continue to face limitations in institutional governance, the utilization of learning technology, and the strengthening of partnerships with industry sectors and local governments (Engkizar et al., 2025; Hanila & Alghaffaru, 2023).

At the same time, increasing competition among nonformal education institutions has led to disparities in service quality and public access to quality education. Some well-developed nonformal education institutions tend to charge relatively high service fees, making them less accessible to low-income communities. These conditions indicate that the effectiveness of nonformal education policy implementation is determined not only by the existence of regulations but also by institutional capacity and the support of various stakeholders.

Strategies for Strengthening Nonformal Education

Strengthening the governance of nonformal education is an important step toward improving policy implementation effectiveness. The modernization of vocational-based curricula, the strengthening of skills-based education, and the improvement of educator quality are necessary to ensure that nonformal education responds effectively to community and labor market needs. In addition, the utilization of digital technology through online learning and hybrid learning systems can expand educational access for communities (Gomez-del Rio & Rodriguez, 2022; Tohara et al., 2021).

Strengthening partnerships with industry sectors and local governments is also an important strategy in supporting the sustainability of nonformal education. Such collaboration can be implemented through industry-based training programs, community empowerment initiatives, and the development of productive business units within nonformal education institutions (Ahmad, 2022; Judijanto, 2025; Yani, 2023). Therefore, nonformal education functions not only as an alternative form of education but also as a strategic instrument for human resource development and the improvement of community welfare in Indonesia.

CONCLUSION

This study concludes that the implementation of multicultural Islamic education oriented toward religious This study reveals that the implementation of nonformal education development policies in Indonesia plays a strategic role in expanding equitable access to education, improving human resource quality, and supporting poverty alleviation efforts. Nonformal education has evolved beyond being merely an alternative educational pathway and has become an inclusive educational solution for communities that are not adequately accommodated within the formal education system, including school dropouts, productive-age workers, and people living in remote areas.

The findings indicate that equality education programs and course and training institutions have contributed significantly to increasing educational participation and improving community skills relevant to labor market demands. Equality education programs, including Package A, Package B, and Package C, have supported the expansion of educational opportunities, while course and training institutions have strengthened vocational competencies and employment readiness among learners.

Despite these positive contributions, the implementation of nonformal education policies continues to face several challenges, including limited funding allocation, inadequate infrastructure in Community Learning Activity Centers, disparities in educator quality, and persistent social stigma toward nonformal education graduates. These conditions demonstrate that the effectiveness of nonformal education policy implementation is influenced not only by regulatory support but also by institutional capacity and stakeholder commitment.

Therefore, strengthening institutional governance, modernizing vocational-based curricula, utilizing digital learning systems, and expanding partnerships among government institutions, industry sectors, and local communities are necessary to improve the sustainability and effectiveness of nonformal education in Indonesia. In this regard, nonformal education has the potential to become a strategic instrument for inclusive human resource development and social empowerment in the future.

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