

The Evaluation of Implementing the Equality Package Program during the Covid-19 Pandemic in Non-Formal Education Units

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Abstract

The purpose of this study was to analyze the evaluation of the implementation of the quality of equality programs during the pandemic in the realm of non-formal education. This type of research is a qualitative program evaluation research using a goal base oriented evaluation mode approach which aims to measure the extent to which the goals of formal education have been achieved. The data collection technique in this study used the participant observation technique. The results in this study indicate that based on the evaluation of the context, input, evaluation process and product evaluation of equivalence education package C at PKBM Zaitun, PKBM Oenggae Belajar, PKBM Ita Esa and SPNF Rote Ndao regency are classified as good. However, in the evaluation process it is still considered not good, this can be seen from each PKBM and SPNF in Rote Ndao regency carrying out a predetermined learning process, tutors design their own syllabus and lesson plans, tutors understand the material and learning methods, but in applying the method face-to-face learning, tutorials and independent each PKBM and SPNF have not implemented optimally.

Keywords: *Evaluation, Implementation. Equality, Non-Formal Education, Pandemic.*

A. INTRODUCTION

The world was hit by anxiety at the end of 2019 by the public due to a pandemic with the widespread spread of the corona virus or hereinafter referred to as corona virus disease 2019 (covid-19). The virus, which was originally thought to have arisen as a result of conspiratorial efforts from parties suspected of wanting to bring an interest in the world order, was finally clarified by the World Health Organization (WHO) at a press conference on March 24, 2020 in Geneva. WHO explained that COVID-19 is a virus that comes from animals and is not something that is manipulated from any laboratory results Covid-19 was first epidemic in the city of Wuhan, China and now it has spread to almost all countries in the world (Debarliev et al., 2022; Ishak et al., 2020).

The virus spreads quickly, inseparable from the large population of China and active activities in the world market economy, so that COVID-19 is easily spread through multi-citizen interactions and then carried by sufferers knowingly or not to

their respective countries of origin. The impact of the virus that claimed many lives sparked panic in all classes of society. Various aspects of life without exception education are also paralyzed because prevention efforts from the spread of this virus can be done with social restrictions and physical contact restrictions, so that the learning process becomes required as soon as possible to implement online learning alternatives so that all knowledge is still conveyed to students, both students schools and college students (Prasetyo et al., 2021; Kalenda & Kacvarova, 2022).

The policy for implementing online-based learning is an official directive from the Ministry of Education and Culture (Kemendikbud) of the Republic of Indonesia which recommends that all education units in Indonesia, without exception universities, to heed the efforts to prevent the spread of COVID-19 by implementing social restrictions, namely by eliminating learning that is direct. The Minister of Education has issued Circular Letter Number 3 of 2020 concerning Prevention of Corona Virus Disease (COVID19) to the Education Unit which states that schools and universities are closed. This is done to break the chain of the spread of COVID-19, instead learning activities are carried out online for all levels of education.

Online learning or e-learning is a form of information technology development that can be used as a learning medium. Online learning is defined as a computer network that is interconnected with other computer networks throughout the world (Elihami & Ibrahim, 2019; Harris & Wihak, 2018). This e-learning application can facilitate training and learning activities as well as formal and informal teaching and learning processes, as well as facilitating activities and communities of electronic media users, such as internet, intranet, CD-ROM, video, DVD, television, cellphone, PDA, and so on. This online learning activity is carried out to replace direct learning, or is currently switching to the term distance learning.

Online learning that uses the internet network with accessibility, connectivity, flexibility, and the ability to bring up various types of learning interactions is said to be able to change the way knowledge is delivered and can be an alternative to traditional classroom learning. In its implementation, online or online learning certainly requires the support of devices such as gadgets, smartphones, tablets, laptops that can be used to access information anywhere and anytime (Rogers, 2019; Gonzales & Bonal, 2021). Finally, the use of the support of these various tools has a major contribution in the world of education, including the achievement of distance learning goals. If this has been able to be applied, various media can be used to complement each other to support the implementation of online learning. For example, virtual classes use Google Classroom, Edmodo, and Schoology services as well as instant applications such as whatsapp, even through social media applications such as Facebook and Instagram.

Education is something that humans need in life to face the times. Education, especially the concept of formal education, is only limited to conveying knowledge and insight. But in reality, what should be achieved through formal education is far from what is expected. So far, skills such as special abilities have become the capital to get a better job (Arlsan et al., 2019). In the broadest sense, education according to

Article 1 of the National Education System, Law Number 20 of 2003, provides a learning environment and learning process that enables students to actively develop their religious and mental potential.

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Non-formal education is part of the national education system and has the same role as formal education, namely providing the best service to the community. Non-formal education has another purpose. The purpose of non-formal education is for the poor and difficult to reach such as dropouts, education blind, isolated tribes, remote communities, border areas and remote islands. Non-formal education is an effort and solution to problems that have been neglected due to the unluckiness of receiving formal education services (Vovk, 2019). Non-formal learning provides educational opportunities to reach different groups and ages. Non-formal education programs aim to change the way we think and make students aware of themselves so that they can realize themselves without the help of others. Non-formal education requires the role of tutors to support the implementation process.

The Community Learning Activity Center (hereinafter referred to as PKBM) is one of the institutions that provides a learning platform for the community to receive educational services by implementing a community-based education model in the non-formal education pathway which is currently actively being offered the possibility of a community that does not have time or has no time to develop through formal education in line with the government to educate the life of the country. Law Number 20 of 2003 concerning the National Education System states that the results of informal education are equivalent to official education programs after being prepared by the government or institutions appointed by local governments with reference to national education standards.

The implementation of equivalence education in out-of-school education units in Rote Regency during the pandemic followed the policy set by the government, namely through online learning to prevent the spread of the covid 19 virus. Based on initial observations, researchers found various problems including, some tutors did not come from an out-of-school educator background, internet network constraints that result in delays in the online learning process, lack of understanding of learning citizens about online learning, and low participation of learning citizens.

Based on these problems, it is necessary to evaluate the implementation of the equality package program in non-formal institutions in Rote Regency, East Nusa Tenggara Province to find out whether the education has been running according to the objectives reviewed based on aspects of context, input, process and product.

Therefore, researchers feel the need to conduct research on the Evaluation of the Implementation of the Equality Package Program at Non-Formal Institutions in Rote Regency, East Nusa Tenggara Province.

B. LITERATURE REVIEW

1. Program Evaluation Objectives and Functions

Program evaluation is carried out not without a clear goal, but has a goal that has been set by an institution to fulfill one aspect of management. Unfortunately, currently, many institutions only carry out evaluations as a formality activity so that the management activities carried out feel perfect (Souto, 2021). Even worse, the final evaluation activity was not carried out because it considered that the activity had been replaced by a supervisory activity during the process, even though the program evaluation was carried out because it had several objectives.

Manurung et al. (2021) states that there are five objectives of program evaluation, namely: 1) Assisting in program implementation planning; 2) Assist in determining the decision to improve or change the program; 3) Assist in determining the decision to continue or terminate the program; 4) Finding the facts of support or rejection of the program, and 5) Contributing to the understanding that affects the program.

Based on the data above, program evaluation aims to assist in planning the implementation of the program in the future, because programs that already have an assessment through program evaluation will know what things must be maintained, improved or improved for the next program. In addition, program evaluation also helps in making decisions, this is because the results of previous program evaluations found several obstacles and opportunities that can be used as input and consideration for the next program. As well as providing an understanding contribution that affects the program because it has been analyzed beforehand from the previous evaluation (Domazet & Simovic, 2020).

2. Program Evaluation Model

Program evaluation is carried out to improve the quality of a program and material in decision making. In evaluating a program, the evaluator must know what the client wants, what aspects he wants to be evaluated and other things related to the purpose of the evaluation. At the time of planning, an evaluator must be able to determine the right evaluation model to use so that the client's information needs and goals can be met (Menezes et al., 2018). These models have been designed by experts with due regard to evaluation standards. Tayibnapi stated that there are 6 (six) program evaluation models, namely: 1) CIPP (Context, Input, Process, Product), 2) UCLA, 3) Brinkerhoff, and 4) Stake or Countenance Model. The four program evaluation models both aim to assist in decision making, it's just that the aspects that are reviewed are different.

3. CIPP Evaluation Model

The variety of evaluation models available makes the author must determine which model will be used in evaluating the program. It is intended that the evaluation runs systematically and in accordance with the evaluation standard. In the evaluation of formal education at the Class 1 Special Development Institute for Tangerang City, the author chose to use the CIPP model which focuses on evaluating the components of Context, Input, Process, and Product. This is because the author wants to provide information to the public about schools in LPKA as a whole. This evaluation exists because Stufflebeam formulated this model to assist in decision making.

In this model, the author must evaluate 4 (four) program components, namely the context for formulating program objectives, input for determining existing sources, the process to see how far the program has been running and the product to see the results that have been achieved. Based on the four components studied, Koster & Brunori (2021) explained that the CIPP program evaluation model views the program as a system. This is because in the evaluation of the CIPP model program, all components are seen from their formation to become a product. This model is also a management analysis model that aims to evaluate leadership policies and is suitable for evaluation in the field of education. Because this program evaluation model looks at a program starting from the formulation foundation to the resulting product.

a. Context

The context component is the initial component needed in the evaluation of this CIPP model. At this stage, the evaluator is required to formulate the objectives of the program to be evaluated and determine the needs to be achieved. Other information that must be known is about the decision to initiate the program idea, whether it is in accordance with the needs and potential of the institution to implement it or not. Therefore, a needs analysis is needed by the CIPP evaluation model to review the basis for the formation of a program.

b. Input

The input component consists of several resources that will be used as objects in viewing the product of the program. This component aims to select and create a program that can bring about the necessary changes based on the available resources. If the available resources are good, it is likely that the effectiveness of the program implementation will be good. This component will also help in decision-making arrangements because it has determined existing sources and made alternatives related to plans and strategies.

c. Process

After a program has objectives and resources, the next step is the implementation of the program. This component can see the use of resources to achieve the objectives of the program as well as analyze the obstacles and challenges faced. In this process an evaluator must be able to interact with the program implementing staff on an ongoing basis. This is because in the process component an evaluator must know every activity carried out along with the challenges and obstacles.

d. Product

A program is executed to produce a product with a predetermined goal and available resources. This product will be evaluated on the CIPP model to measure, interpret and decide whether the results achieved by the program are in accordance with the formulated objectives or not and what will be done when the program is running well.

4. Equality Program

Article 26 Paragraph (3) of the National Education System Law no. 20/2003, Equality education can be carried out in non-formal education units consisting of course institutions, training, study groups, community learning activity centers, and ta'lim assemblies, as well as similar educational units. The equality program includes the package A study group program equivalent to Elementary School/Madrasah Ibtidaiyah, package B study group equivalent to Junior High School/Madrasah Tsanawiyah and package C study group equivalent to High School/Madrasah Aliyah is a new program within the Directorate General of Out-of-school Education, because This program only developed around 2003.

The package C equivalence program is a pilot program developed by the Directorate General of Non-Formal and Informal Education, the package C equivalence program is under the guidance of the Directorate of Equality Education. The targets of the Package C program are the people who graduate from Package B, students who graduate from Junior High School/Madrasah Tsanawiyah, and people who have attended an equalized informal education. Likewise, people who drop out of High School / Madrasah Aliyah. This program was developed as an alternative education program or community choice, because the Package C program was developed to be more professional and competitive with the quality of education in 30 schools (formal). Package C programs are developed more competitively, especially.

Souranta et al. (2021) explained that the Equalization Package implements a learning approach by: 1) Self-study by utilizing his experience from the work he has gone through so as to gain knowledge and skills; 2) mutual learning between learning residents who already know certain things and learning residents who do not know it; 3) Study together with tutors to acquire knowledge and skills; 4) Courses in the field of knowledge and skills under the guidance of learning resources; and 5) Internship by participating in learning, working, trying in the field of knowledge and skills to someone who is already proficient in his skills.

In the Reference for the Implementation of Equality Education Program Packages A, B, C (2004) it is stated that the objectives of equality education are: 1) Facilitating education for community groups who, due to social, economic, time, opportunity, and geographical limitations, cannot attend school at school age; 2) Improving the ability of students to manage the resources in their environment to improve their standard of living; and 3) Providing academic equivalence: Package A is equivalent to Elementary School, Package B is equivalent to Junior High School and

Package C is equivalent to High School, which can be used to continue studying or to apply for a job.

Furthermore, in the Ministry of National Education (2006) it is explained that the Package C Equality Education program has a function to develop knowledge, skills, attitudes and values that are equivalent to high school / Madrasah Aliyah according to needs, for students whose needs cannot be met by various reasons school, so that adults have access to high school/Madrasah Aliyah level education and provide provision of opportunities for work or independent business.

C. METHOD

This type of research is a qualitative program evaluation research using a goal base oriented evaluation mode approach which aims to measure the extent to which the goals of formal education have been achieved. The data collection technique in this study used the participant observation technique. The research was conducted at 4 Non-Formal Education Units in Rote Ndao Regency, East Nusa Tenggara Province, namely the Rote Ndao Non-Formal Education Unit (hereinafter referred to as SKB/SPNF), PKBM Oenggae Belajar, PKBM Zaitun, dan PKBM Ita Esa.

The sample in this study amounted to 15 informants consisting of 4 managers, 6 tutors and 5 community members using the purposive sampling method. Collecting data in this study using the method of observation, interviews and document studies. In this study, researchers used data analysis using the Miles and Huberman model in Prastowo (2012) which included several processes, namely Data Reduction, Data Presentation, Conclusion Making and Peer Teaching.

D. RESULT AND DISCUSSION

Program Each institution has a vision and mission as the goals of the institution. The formulated vision must have positive value and will be realized through the formulated mission. As a supporter of the realization of the vision and mission, an institution plans several programs to be carried out, both long and short term programs. Programs can also be understood as continuous activities whose policies have been set by their managers to achieve a goal and usually to bring about change through the process of implementing these activities. The program is carried out continuously in order to see whether the objectives of the planned program can be achieved or not, therefore the program cannot be implemented only once.

In addition, the program is also implemented by a group of people, this is because when undergoing a program, the agency requires several human resources who are experts in certain fields to make the program successful. The programs that are run have a role in achieving the main goals of an institution. If the program has been successfully implemented, it is likely that the main objectives of the institution running the program will also be successfully realized. To see the success and constraints of the program, it is necessary to assess, review, and improve. This implementation can be realized through evaluation activities (Murugova & Mikheeva, 2020).

Evaluation has various objects, one of which is program evaluation. The program evaluation has a definition from each expert, including Tyler in Lytvynova & Melnyk (2018) which states "program evaluation is a process to find out whether educational goals have been realized." From the definition, it can be seen that the evaluation looks at the achievement of the educational goals that are being carried out. Meanwhile, Rusdiana defines "education program evaluation is the provision of estimates of the implementation of educational supervision to determine effectiveness and progress in order to achieve the goals of educational supervision that have been set." In line with this opinion, Asiyai (2018) and Taimur & Mursaleen (2020) also state that "program evaluation is a unit or unit of activity that aims to collect information about the realization or implementation of a policy, takes place in a continuous process, and occurs in a organization that involves a group of people." From the three opinions, it can be concluded that program evaluation is an activity to see the extent to which a policy is implemented based on the information that has been collected.

1. Context Evaluation

Costas (2019) explains that the CIPP program evaluation model views the program as a system. This is because in the evaluation of the CIPP model program, all components are seen from their formation to become a product. This model is also a management analysis model that aims to evaluate leadership policies and is suitable for evaluating the education sector. Because this program evaluation model looks at a program starting from the basis of formulation to the resulting product. The context component is the initial component needed in the evaluation of this CIPP model. At this stage, the evaluator is required to formulate the objectives of the program to be evaluated and determine the needs to be achieved. Other information that must be known is about the decision to initiate the program idea, whether it is in accordance with the needs and potential of the institution to implement it or not (Boeva & Halbac, 2020). Therefore, a needs analysis is needed by the CIPP evaluation model to review the basis for the formation of a program.

Based on the results of research and discussion, it can be concluded that the context of evaluation (context evaluation) of equivalence education package C in PKBM Zaitun, SPNF Rote Ndao, PKBM Ita esa and PKBM Oenggae Belajar Rote Ndao Regency is classified as good. It can be seen that each SPNF and PKBM have a clear background in establishing the package C equivalence program, have mandatory requirements for implementing the package C program, have educators/tutors in accordance with the package C program, and SPNF and PKBM carry out identification of community needs study and plan equivalence education program packages C.

2. Input Evaluation

According to Arslan et al. (2020), students have characteristics that include physical attributes in the form of age, psychological attributes in the form of learning motivation, and functional attributes in the form of education level. Overall Input evaluation of equivalence education package C in PKBM Zaitun, PKBM Oenggae

Belajar, PKBM Ita Esa and the SPNF of Rote Ndao district is classified as good. It can be seen that PKBM Zaitun, PKBM Oenggae Belajar, PKBM Ita Esa and SPNF Rote Ndao district have a clear vision and mission in implementing the package C program, and have competent tutors such as pedagogical, personality, social and professional competencies. The input component consists of several resources that will be used as objects in viewing the product of the program.

This component aims to select and create a program that can bring about the necessary changes based on the available resources. If the available resources are good, it is likely that the effectiveness of the program implementation will be good. This component will also help in decision-making arrangements because it has determined existing sources and made alternatives related to plans and strategies.

3. Process Evaluation

Process evaluation according to Venze (2020) refers to what activities are carried out in the program. Program evaluation provides feedback regarding the efficiency of program implementation, including the impact of the system and its implementation. The evaluation process (process evaluation) of equivalence education package C in PKBM Zaitun, PKBM Oenggae Belajar, PKBM Ita Esa and The SPNF of Rote Ndao Regency is classified as lacking. This can be seen from each PKBM and SPNF in Rote Ndao district carrying out a predetermined learning process, tutors design their own syllabus and lesson plans, tutors understand learning materials and methods, but in applying face-to-face, tutorial and independent learning methods each PKBM and SPNF has not implemented optimally.

When viewed during the Covid-19 pandemic in applying the learning method, tutors prefer to carry out learning by independent methods or division of modules and work independently, based on the results of research, each institution has its own way of implementing face-to-face learning methods gathering of learning residents by providing a place for limited face-to-face meetings which are held 2 times a month by complying with health protocols while the tutorial method is not carried out due to pandemic conditions (Arslan & Oz, 2020). For face-to-face learning online, it cannot be done because the condition of the internet network in Rote Ndao district is not adequate and many regions or sub-districts are included in Remote Areas (areas that do not have an internet network) and also many learning residents who do not have smartphones as supporters to carry out learning in a direct manner online. At the end of the lesson, the tutor evaluates learning, and the tutor creates an interactive learning process and motivates students in learning.

4. Product Evaluation

Taimur & Mursaleen (2020) explains that the evaluation of products or results is directed at things that show changes that occur in raw inputs. This product will be evaluated on the CIPP model to measure, interpret and decide whether the results achieved by the program are in accordance with the formulated objectives or not and what will be done when the program is running well. Product evaluation equivalence

education package C in PKBM Zaitun, PKBM Oenggae Belajar, PKBM Ita Esa and The SPNF of Rote Ndao Regency is classified as good. Where students can complete all learning programs well, and students who have graduated can continue their higher education. A program is executed to produce a product with a predetermined goal and available resources.

E. CONCLUSION

Based on the results of research on the evaluation of the Package C equivalence education program at PKBM Zaitun, PKBM Oenggae Belajar, PKBM Ita Esa and SPNF Rote Ndao district, it can be concluded that based on the evaluation of the context, input, evaluation process and product evaluation of equivalence education package C at PKBM Zaitun, PKBM Oenggae Belajar, Ita Esa's PKBM and SPNF of Rote Ndao regency are classified as good. However, in the evaluation process it is still considered not good, this can be seen from each PKBM and SPNF in Rote Ndao regency carrying out a predetermined learning process, tutors design their own syllabus and lesson plans, tutors understand the material and learning methods, but in applying the method face-to-face learning, tutorials and independent each PKBM and SPNF have not implemented optimally.

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