Governance Innovation of the Non-Formal Education in Handling the Crisis of Community Learning Services during the Covid-19 Pandemic

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Abstract: The purpose of this study is to reveal the governance of non-formal educational institutions in handling the crisis of community learning services during the Covid-19 pandemic. The method employed in this study was descriptive method with a qualitative approach. The institutions involved in this research were Community Learning Service (PKBM) and Course and Training Institution (LKP) that have been accredited and carried out non-formal education activities during the pandemic situation. The data were collected through in-depth interviews, observation, and documentation with the managers, tutors, and learning residents of the institutions. Data analysis was carried out interactively through several steps: data reduction, data presentation, conclusion drawing/verification. The results of the study showed that in coping the crises, the institutions provided services for community as much as possible while considering the circumstances of social restrictions. The form of governance innovation during the pandemic is strengthening communication between the institutions under the auspices of professional organizations, as well as maximizing the effectiveness of governance innovations on learning, institutional development, adjustment, and strictly implementing the Standard Operating Procedures (SOP) in learning during the Covid-19 pandemic.

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Introduction

Education is a conscious and planned attempt to attain good learning atmosphere and learning process so that the students can actively develop their potentials to possess a spiritual power, self-defense, personality, intellectual, noble character, and skills that are beneficial for themselves, community, nation, and country (Laws of the Republic Indonesia Number 20 Year 2003 about National Education System). In supporting the government's struggles in educating nation's life, educational institutions must have a strategic role. One of the strategic roles of the educational institutions is managing the accountable and legitimate institution so that it can be fully helpful for the community. The management of educational institution is essential considering that education is not only the matter of physical matters such as building, teachers, and heaps of books. Instead, it strongly concerns on a better teaching and learning (Suhelayanti et al., 2020). The importance of managing an institution is closely related to an optimal learning because a teaching and learning carried out in an institution always started with several processes such as planning, particularly planning the curriculum.

Early in 2020, a pandemic attacked. It makes people's life significantly changed. It is called Covid-19 pandemic. The whole lifestyle in daily activities, including the life of education, of the community during the pandemic has been drastically changed. Several regulations from the government in attempt to cope the Covid-19 pandemic in educational

milieu is concerning the realization of national and school examinations, grade promotion, student entrance selection, scholarship, and the most popular one is learning-from-home (Maris, 2020). This regulation creates several impacts towards the programs of the non-formal educational or community education. Restriction on the activities which are potential in making crowd causes several non-formal education institutions which regularly implement face-to-face teaching and learning switch the activities by taking the advantages of other types of learning interaction to keep their existence.

Educational institutions adjust to the new condition of Covid-19 pandemic by changing the face-to-face learning to online learning activities. However, during the practice, some of the programs from the non-formal education institutions could not be fully and maximally conducted particularly ones that require technical materials. The gaps between the idealistic realization of teaching and learning activities and the reality on site are likely to create potential problems. This is supported with a study which revealed that there are several weaknesses in digital learning such as low motivation, too technology-dependent, incompatible issues of the device, the reliability of materials which are still arguable, isolated from society, and several other drawbacks (Srivastava, 2019). These potential problems are needed to be investigated deeply to prevent another bigger crises. This concern is rose due to the results of the non-formal education ran by the educational institution is less potential to be used in the real world due to the teaching and learning process which is not optimally conducted. The incapability of an institution in managing the pandemic crisis threatens their existence in the future. Therefore, it is important for the educational institution to learn from the other institutions which have good governance, which is also manifested in a good accreditation in facing the pandemic of Covid-19. PKBM and LKP have serious issues because of the pandemic due to the pandemic effect. Furthermore, training institutions in Tasikmalaya are dominated by technology-based training institutions which require technical skills and intensive and direct advocating.

The purpose of this research is to discover the governance of non-formal educational institutions in handling the crises of community learning service during the pandemic of Covid-19. The significance of this research is expected to be useful for the manager as well as the tutors in the Course and Training Institution (LKP) and Community Learning Centre (PKBM) which are affected by Covid-19 pandemic to improve their governance so that they can maintain their existence and spread benefits among the community.

Research Method

This research was conducted in several Course and Training Institutions (LKP) and Community Learning Centre (PKBM) around Tasikmalaya City with a detail as follows:

Table 1. Research Location

No.	Name of the Institutions	Address
1	LP31	Jalan Ir. H. Juanda KM. 2 No. 106, Panglayungan, Cipedes District, Tasikmalaya, West Java 46151
2	LKP TQ Profesional	Jl. Cimulu No.14, Tawangsari, Tawang District, Tasikmalaya, West Java 46112
3	LKP Prawita	Jl. Merdeka No.4, Tawangsari, Tawang District, Tasikmalaya, West Java 46112
4	PKBM Gema	Jl. Benda No.72, Cikalang, Tawang District, Tasikmalaya, West Java 46114
5	PKBM Khoiro Ummah	Jl. Karang Kawitan, Mangkubumi, Mangkubumi District,

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6	PKBM Cerdik	Tasikmalaya, West Java 46181
		Kp. Madewangi RT. 03/01, Setiamulya, Tamansari District, Tasikmalaya City, West Java Province

The selection of the institutions were based on their accreditation and their existence in running their programs during the pandemic of Covid-19. The research participants consisted of 18 people who were divided into two types of participants as the primary (institution manager) and the secondary data (tutor and students). They were willing to participate in this research as the representatives of six non-formal educational institutions in Tasikmalaya City which are still running the teaching and learning activities in this pandemic era. To maintain the validity of the research data, data triangulation were conducted by engaging three parties who became the main focus of data collection from the site. The research was carried out in July until August 2021.

The research approach employed in this study was a qualitative approach by using descriptive method based on the problems proposed in this research which emphasized several matters such as process, meaning, comprehension, interaction, and complexity. It is a qualitative research which aims to seek and discover the real condition by using qualitative data in the form of words or expressions, opinions from the research subject, whether in spoken or written form. As this study employed a qualitative research, it means that the analysis highlight the process of drawing conclusion deductively and inductively as well as the analysis towards the dynamic of the relation between phenomena that is observable by using scientific logic (Azwar, 2010). The qualitative research was selected as the researcher intended to explore deep information about the governance of the non-formal educational institutions during the pandemic era. The technique of data collection applied in this study was adjusted to the condition on site as well as the needs in collecting the data. The data collection techniques used in this study were interview, observation, and documentation study. Deep interview was used as the major data collection technique, and it was then strengthened and confirmed by observation and documentation technique. The data collection tools were interview guide, documentation, and observation which had been arranged based on the theory of crisis management for educational institutions. It consisted of the policy and planning in coping the crises, handling crises, planning in addressing the crises, communication network, training, and maintenance. The collected data in the previous research process were analyzed qualitatively, i.e. critical analysis and interpretation. The data analysis were conducted interactively during data reduction activity, data presentation, and conclusion drawing/verification (Miles & Huberman, 2002).

Results and Discussion
Policy and Planning in Facing the Crisis

In the early attack of Covid-19 in March 2020 which happened rapidly and spread all over the world, face-to-face classroom was suspended for three months while waiting for the government's regulation concerning the face-to-face learning. However, until today, the regulation has not been issued by the government related to the learning management in the non-formal educational institutions particularly during the Covid-19 pandemic. This impacts to the realization of teaching and learning activities both in the LKP and PKBM which still referred to the previous reference (before the pandemic) followed by the obligation to keep the health protocols. The role of the government in giving guidance related to the execution of teaching and learning activities in both LKP and PKBM was considered low. The speed in making a decision during this pandemic was considered not optimal as the regional government waited for the issuance of the central policy (Ismail, 2020). The next four

months, the realization of non-formal education in the LKP and PKBM continued by adhering to the SOP of online and offline learning which had been available previously. Since the teaching and learning activities in LKP were considered as course programs, the managers and tutors should thrive for face-to-face teaching. This means that the course tutors needs to adapt to them so that they were fit for the online teaching and learning process (Benjamin Luke Moorhouse, 2020). Face-to-face learning which was conducted in a training institution also aimed to decrease stress which happened during the online learning. The potential of stress during the online learning is considered high. The research result revealed that online training during the pandemic of Covid-19 caused stress among the students. Further, the normalization of online learning also caused boredom and idle aming the students. It was caused by several barriers that may happen during the normalization of online learning (Jatira & Neviyarni, 2021). Face-to-face interaction can decrease the potential of being less-skilled among the training participants. Direct role of the educators is still needed in the context of training technical skills despite the normalization of online learning (Permata & Bhakti, 2020).

According to the interview result, there were two different information which were found in this research. *First*, the managers of PKBM argued that since 2018 the government, through the Ministry of Education had started issuing the technical guidance about online learning for equivalency education (PKBM). This was found relevant as the primary reference considering the continuance of the pandemic of Covid-19 and the implementation of teaching and learning which must be going. Besides, the technical guidance as issued by the Ministry for Course and Training Institution has not been available until today. Therefore, the management of institutional governance and teaching and learning process was returned to the internal authority of the institution by pondering on various considerations. The manager has the major role in realizing the rearrangement of the educational institution management as a response towards the pandemic attack. The manager is enforced to be creative and become a good motivator to construct curriculum and education suitable for this emergency situation of Covid-19 pandemic by optimizing the use of technology for all parties in an educational institution by implementing online education model by using electronic media so that the students can be more skillful and the learning objectives were attainable (Khairuddin, 2020).

Technically, the managers of PKBM and LKP perceived that the governmental support was not maximally give particularly for the LKPs. Governmental concern towards the non-formal education on the early pandemic was manifested in distributing free internet quota for learning specifically for the students. This program is the manifestation of the government's support for both the formal and non-formal educational institutions to introduce and give easy access for online learning. All of the institutions of the participants in this research (both LKP and PKBM) stated that the students could take advantage from this program. However, this program was not coordinated appropriately in terms of the distribution process. Related to government's support and concern to LKP and PKBM, a significant difference was found. *Second*, the managers of LKP agreed that there was almost no more support and concern from the government to the training institutions. In contrast, the managers of PKBM received considerable supports from both the central and regional government such as operational support (BOP) for the institution, incentives for the tutors, and free internet quota for the students. On the other hand, the advocacy conducted by the government for LKP was in the form of monitoring only. The monitoring was conducted by the regional government related to the execution of training and the concern on obeying the

health protocols or the so-called 5M. The course activities monitored by the local government especially when PPKM was happening.

This situation is inversely proportional in terms of support received by the managers of professional organization. Similarly, the government of professional organization in the scope of LKP (such as HIPKI, HILSI, LKP forum) gave a considerable amount of support and enlightenment about the governance during the pandemic situation, as stated by the managers of LKP. The supports were in the form of information related to trainings which can be enrolled by the tutors or manager, trainings which were internally organized by the organizations, online discussion via *WhatsApp Group* related to the problems faced by the managers during the pandemic situation, and efforts to empower each other, between similar institutions. However, supports from professional organizations of PKBM (such as tutor forum and PKBM forum) were considered minimum if compared to the professional organizations of LKP. Organizational support to an institution such as PKBM was only conducted in a PKBM forum virtually both from central DPP and provincial DPW. The managers perceived that the support and concern from professional organization is quite beneficial as a space for coordinating and empowering each other among the managing parties. Thus, this kind of support should be continually conducted until the pandemic ends. Nevertheless, all of the managers of participants both in LKP and PKBM agreed that because of the pandemic, they felt that they could support each other, among the institutions, to survive in this pandemic era by always giving educational services for community. The role of organization/association/institutional communication forum is to distribute the steps in motivating the institutions in improving their quality. Second, they should facilitate the institutions to be more focus in the field of education which includes learning procedure, curriculum, infrastructure facility, students and educators. Third, they also should coordinate the institution to be more focus on the institutional reporting (Azizah, 2018). Government policy also influences the realization planning of the governance and teaching and learning activities of the non-formal education because primarily, the policy from the government during this pandemic era does not only affect the realization of learning but also affect the welfare and economy of the society. This result strengthens previous research that social policy could affect the social and economy wellbeing of the nations (Haleem, 2020; Peterson Ozili, 2020).

Handling the Crisis of Community Learning in PKBM and LKP

The impacts of Covid-19 in the execution of non-formal education as well as the consequence in each response of the institutions towards the regulations has not been discovered by recent research and not many literatures documented the impacts of the pandemic on the educational system in Indonesia. However, the managers of non-formal educational institutions in Tasikmalaya City had been responsively reacted to handling the crises happened although there was no particular guidance in doing this. In the early pandemic attack, they agreed the policy which dismissed all the teaching and learning activities. Meanwhile, during the practice, course and training institutions need a practice to sharpen their skill among the learning community so that the online and offline learning were conducted. Besides, the attempts realized by the managers in handling the crises were strengthening the understanding about current situation, the vision and missions of the institution, and main duties and function of each institution. Thus, the managers of the institutions had put much efforts to make the institutional operation could keep going under one vision that is to give educational service for wide community to support the lifelong learning. This shows that the managers agreed that they were still optimistic in providing

educational service despite the pandemic attack. They were also optimistic with the team strength and other social support so that the crises become one wisdom for the institutional managers. Along with the findings of the previous research, current crisis makes the relation between people around, the return of a bigger empathy for each other, and appreciation towards earth which is more wonderful are the evidence of our strength and power (Jeanne Allen , Leonie Rowan & Parlo Singh (2020).

The existence of adequate understanding from the managers, tutors, and learning community on the pandemic situation did not decrease the performance executed in the institutional governance, management strategy, promotion and materials presentation for learning which is mandatorily adaptable towards technology. It is undeniable that the needs to have offline classes (face-to-face) is an important thing for LKP since most of the materials needs more practice yet little theories which is different with learning activities in PKBM. Meanwhile the pandemic attack creates social anxiety among families and neighbourhood around the area (Peterson Ozili, 2020). Therefore, managers of LKP and tutors were demanded to be more adaptive towards technology for learning to limit the offline classes. Besides, the managers also had partnership with professional organization, board of education, and other related institutions as evidence that the managers and tutors are understanding the crisis situation that they are facing, so that they still put much efforts to run the educational services as it is. Disciplinary in facing the pandemic situation is one of the educational institution's keys in running the online and offline learning. The result of this study demonstrates that in coping with pandemic of Covid-19, public as part of the citizen which have civic virtue are demanded to have noble characters one of which is discipline (Mahardhani, 2020). Besides, supports from the elderly of the learning community in understanding the pandemic situation is encouraging as they also monitor the online and offline learning. This support has a very strategic role as the monitoring can be carried out by parents besides the personal closeness between parents and children (Miftakhi & Ardiansah, 2020). Hence, policy makers should establish social regulations which unite the community during this emergency situation to decrease social anxiety in various range of public life.

Technique and Handling the Crisis

Covid-19 pandemic is an era where all human life aspects are significantly affected including education. Coping this unpredicted pandemic situation is the first thing carried out by the institution in response to the pandemic situation particularly related to the learning technique by following the regulation from the government. Peterson Ozili (2020) mentioned that several limitation acts which were enforced to control the spread of Covid-19, they are: limit the unnecessary activities, close the schools and universities, encourage people to stay at home, lockdown in all over the city, demand the important business to run the framework operation and employees must work from home (WFH). All institutions agreed that the early pandemic attack they did not operate as mandated by the government.

The elongated time of the pandemic affected the social interaction and economy activities of the community through social distancing policy which is implemented (PPKM). This makes the managers struggled for constructing the technical planning strategy of learning by considering several matters such as: government policy related to the pandemic situation, zoning area of Tasikmalaya City, discussion result with the professional organization forum and related institutions. Next, the managers started mapping the learning technicality which will be implemented online and offline. To make the teaching and learning running effectively during the pandemic, the planning on handling the crisis which had been constructed by the institutions are as follows:

1) Dividing the learning technique into two types, i.e. online and offline (face-to-face) learning;
2) Require the tutors and the students to follow the health protocols for all parties' safety and security;
3) Limit the face-to-face meeting becomes 1x meeting per week, while the online learning was conducted based on the regular schedule that is 3x meetings per week;
4) Limit the face-to-face learning hour which was different from the regular schedule;
5) Divide the students attending the face-to-face meeting into two learning groups with rotating system based on their presence list's number so that the number of students participating the class is limited;
6) Guide the tutors in developing attractive learning method in online teaching and learning activities;
7) Take the advantage of the available learning technology, together with the tutors, to make the students have easier access for learning, such as making videos about the materials, recording of the teaching materials, etc. ;
8) Complete the health protocol facilities which can be used by the tutors and students (for instance: hand-washing stations with running water, healthy soap, hand sanitizer, mask stock, etc.), this case is the responsibility of the institution;
9) Take the advantage of social media as institution's promotion media and learning facilities for the students so that the learning activities can be favourably executed;
10) Make continual innovation to develop the available learning media based on the needs of materials and the competence of the students;
11) Conduct gradual improvement together with the internal managers of the institution related to the tasks and functions so that the educational service for community can be optimally running;
12) Managers gradually improve the facilities and infrastructure so that it is expected that when the pandemic ends, the institution will be ready to support the teaching and learning activities;
13) Frequently coordinate with the professional organizations, government, and related institutions concerning the learning procedures during the pandemic;
14) Socialize and promote proactively to attract the candidate learners;
15) Modify the learning guidelines from the government which has been available previously, yet it needs to be adapted to the current situation and condition of the learning environment today;
16) Make short video and recordings, arranged by the tutors or instructors, for practical learning so that students can practice at home;
17) Continually motivate the tutors and the students to be able to access and use the learning media at its best;
18) Have a partnership between the managers of LKP and the stakeholders to make the graduates fit the working world;
19) Establish distance learning by the managers of PKBM which has been adapted to the numbers of the registrant such as the learning group of junior (B) and senior (C) high school equivalency by strictly adhering to the 5M health protocols.

Several activities which were conducted in coping with the emergency situation which is happening were integrated with collaboration between various parties. The optimization of the teaching and learning activities which were conducted during the pandemic of Covid-19 can be realized in synergizing with various parties for the sake of

monitoring (Arifa, 2020). The planning of handling the crisis had been arranged by the non-formal educational institution as the mapping result of the initial strategy in coping with the pandemic situation. This had been executed by the participants' institution and it was perceived quite effective to address the crisis so that the institutions could maintain their existence and run the teaching and learning activities during the pandemic. This strategy was expected to be a recommendation for the managers of other non-formal educational institutions which were located in Tasikmalaya City.

Communication Network

Generally, the managers of the non-formal educational institution were all agreed that this pandemic situation is an unpredictable situation so that during the execution of the governance, the institutions found numerable difficulties. One of which is communication of the government with the institution. Communication between the government and the non-formal institution is different. The managers of PKBM stated that government's concern nowadays is quite good towards their institutions considering that this situation is not easy to survive. Communication that happened between the governments was through monitoring, supervision, and institutional evaluation. The regional government also did minimum visit each month to the institution, and then they checked the offline and online data. This is different with what had happened to the managers of LKP. During the pandemic, the communication from the government is considered significantly low whether in a communication related to the governance or learning technique. Until today, there was no learning technique which is particularly arranged for course and training institution during the pandemic. Monitoring, supervision, and institutional evaluation were mostly conducted internally in an institution with support from professional organizations as institutional supplement during the pandemic. LKP mostly communicate and coordinate with the professional organizations and related institutions, while PKBM mostly communicate and coordinate with the government. Nevertheless, the government support to LKP does exist although it is not as intense as it is to PKBM in terms of monitoring, funding, evaluating, communicating, and coordinating.

This reveals two different sides which should be optimized considering communication with professional organization, related institutions, stakeholder, and government is such an important matter arranging the management strategy of an educational institution during this pandemic situation. Therefore, government's attempts to balance their attentions to the non-formal educational institutions both LKP and PKBM must be realized to prevent the productivity of output created by the non-formal educational institution. In support to previous studies by Fornaro and Wolf (2020), using simple model, they revealed that Covid-19 has triggered the eminent negative shock. The research result suggested drastic policy intervention to prevent this negative shock so that it will not affect the employment, productivity, and decrease wide associative power.

Training and Maintenance

Educational services during the pandemic are continually given although in several circumstances it may changeable and through several mode of the services from offline and online delivery. As response to this unpredictable condition, it needs an attempt to adjust the management of an institution with the current and future needs. The attempts to adapt with today's environment and needs becomes the most important matter to be realized. Based on the interview result with the managers of LKP, it was reported that there had been a decrease of the registrants since academic year 2020/2021 with the total number of student in a cohort

less than 35 people. Face-to-face session was conducted once a week and each session lasts for two hours. The courses and training are learning activities which are arranged for face-to-face interaction by considering the current condition of the surroundings and government's policy during the pandemic. Benjamin Luke Moorhouse (2020) reported that a course is planned for face-to-face learning activity with a tutor as the facilitator in a class which were conducted dialogically. This is different from the junior (B) and senior (C) equivalency high school which can have wider learning scope although the realization was online.

In fact, the pandemic situation has urged the educational aspects in taking the advantage of the use of technology in learning which is more practical and various, although not all tutors and students were ready with that. Tutors found out that less than 70% of the students took part in the online learning, which is contrastive with the face-to-face interaction, as the students were less talkative, and focus to the *Power Point* presentation, instead. This is partly caused by lack of experience and skill of the tutors in modifying the learning materials and media to teach. Regarding he dismissal of face-to-face interaction which often happens today, the teaching materials must be distributed so that the online training can be exclusively conducted. Thus, training in the form of webinar is necessary to improve tutor's knowledge as one of the learning resource (such as training on ITE, English, media design, learning management system, the use of social media platform as learning media, etc.). Supporting the previous research, Benjamin Luke Moorhouse (2020) mentioned that training must be delivered to the tutors to master ITE so that they will be ready to give online training if health emergency situation suddenly attack.

Based on the interview result with the managers of LKP, it was stated that the socialization or training from the government which were related to governance or the learning techniques during the pandemic situation was almost none. It makes the manager of independently looked for the information related to the governance of the institution and learning technique during the pandemic. Information related to training or webinar followed by the managers of LKP were mostly acquired from the professional organizations with self-funding if it is paid webinar or training. Similar to the manager of PKBM which stated that they had participated in webinar or training several times which were organized by professional organizations that it from tutor forum (Fikomtar K13), and PKBM forum which was conducted online and sustainably. While particular webinar and training from the government related to the governance of an institution during the pandemic or learning technique during the pandemic for LKP and PKBM had not yet been realized. On the other hand, the research result showed that if during the monitoring of institution management, evaluation towards the workshop participants were categorized good, yet when observed from the comparison between the theoretical modules and application, the theoretical modules were more easier to understand by the workshop participants (Pradikto dkk., 2021). It indicates that practically, the manager of the institution was not fully skilful in managing the institutions during the pandemic situation.

Governance Innovation on the Learning Activities during the Pandemic

Pandemic of Covid-19 has been widely spread and increase the economic and social loss on general population. The pandemic effects will lead the long-term structural change in education and workforce market (Sarah O"Shea, Paul Koshy & Catherine Drane, 2021). This effects has strong connection in education in terms of types of learning activities which will be executed. The type of learning activities during the pandemic is divided into two:online and offline. Online learning was carried out by using educational technology such as zoom, google meet, internal website for meeting and google classroom to assign students a task.

While during the offline learning (face-to-face), the realization was adjusted to several requirements such as requiring the tutors and students to follow the health protocols, limiting the number of students coming to class, decreasing the learning hour, dividing the class into two learning group,etc. To date, there is no particular SOP made by the government, professional organization, or internal institution. However, as alternative, the realization of teaching and learning activities during the pandemic referred to the SOP made by the government prior to the pandemic to make the teaching and learning activities keep going. the internal SOP from the government was then modified by the manager and tutors by strictly paying attention to health protocols of 5M. Besides, generally, the governance of the institution and learning still referred to the existed curriculum, yet the teaching pattern would be modified by the tutors in two types of learning (online and offline). The arrangement, adjustment, and realization of SOP is the key of safe anc secure teaching and learning activities for the institution as well as the students.

Covid-19 pandemic has created dramatic changes in the way the teacher teach. Adhering to social distancing and various learning needs, variety of teaching and learning models had been adopted (Lucas Kohnke & Benjamin Luke Moorhouse, 2021). To date, information media or digital media has been used by many non-formal educational institutions both LKP and PKBM by keep conducting the teaching and learning process during the pandemic. Aside from its function as promotion media for the institution, social media (such as: Facebook, WhatsApp, Instagram, Website, Youtube, Tiktok), most managers also used digital media as teaching media (such as: Zoom, Google Meet) for online learning, and Google Classroom as a media to assign the students to for the task. All of the institutional managers agreed that they could gain considerable benefits from digital media. Besides, they also agreed that the barriers in doing online teaching will always related to network interference and limited internet quota. On the institutional governance, the manager must be creative and innovative in integrating digital media as promotion facility so that the content can attract community's interest. So does in learning process, the tutors are demanded to be creative and innovative in presenting their materials as attractive as possible so that the students will be more motivated in learning. The use of digital media by all participants' institutions depicted that the managers of the non-formal education institution has been digitally literate so that they did not find any meaningful barriers in conducting online learning. In line with the previous research, Diane Kern, et.al (2018) stated that digital literacy is actually the way we read, write, and communicate by using digital technology (such as using tools and devices). This revealed that the meaning of literacy also develops from reading and writing literacy to information or digital literacy. UNESCO (2003) divided literacy into five types, i.e.: basic literacy, library literacy, technology literacy, media literacy, and visual literacy.

Conclusion

Based on the point of view of the governance of educational institution in handling the crisis condition, it can be inferred that the non-formal education institution in the regulation and planning on facing the crisis have not received maximal support from the government. However, they received intensive advocacy from the professional organization. In coping and handling the crisis, the non-formal education institutions has been maximally provide services for the community by considering the condition which is limited to social distancing as issued by the government. The technique and steps of handling the crisis by the non-formal education institution was then actualized to 19 programs. Communication network which had been done by the non-formal education institutions in handling this pandemic situation is by

having intensive coordination with professional organization or government related to social distancing which was applied for educational milieu. Raining and maintenance implemented by non-formal education institutions (PKBM and LKP) in facing this crisis situation is by giving advocacy and training in the field of learning technology to all parties which are related to the teaching and learning technique. Besides, to maximize the effectiveness of governance innovation of learning, the institution arranged, adjusted and implemented the SOP strictly in the teaching and learning activities during the pandemic.

Recommendation

Based on the conclusion of the research, the recommendation is given to the ministry where the field of community education is rooted in, to provide general procedure on the governance of online learning during the pandemic, to do holistic approach to understand the loss of the non-formal education institutions during the cycle of pandemic as attempt to ensure the responses of the educational institution toward the crisis so that it can fit the target in terms of funding, facilities and infrastructure, monitoring and evaluation, fair and long-term, continual training of ITE for the courses tutors, so that they are ready to give online training during the emergency situation.

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