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The Integration of Social Capital and Education Policy in Human Resource Development through Non-formal Education

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Abstrak: Pendidikan nonformal memperluas kesempatan belajar dan mengembangkan sumber daya manusia, bagi masyarakat yang terbatas aksesnya terhadap pendidikan formal. Keberhasilannya ditentukan program pembelajaran dan dukungan lingkungan sosial serta kebijakan pendidikan. Penelitian ini bertujuan menganalisis integrasi modal sosial dan kebijakan pendidikan dalam pengembangan sumber daya manusia melalui pendidikan nonformal. Penelitian menggunakan pendekatan kualitatif dengan kajian pustaka terhadap 30 publikasi periode 2016-2026, meliputi artikel jurnal, buku akademik, dokumen kebijakan, dan laporan. Data dianalisis melalui analisis isi dengan identifikasi, pengelompokan, dan sintesis tema. Hasil kajian mengidentifikasi lima aspek: penguatan jaringan sosial dan partisipasi masyarakat, hubungan timbal balik dan pertukaran pengetahuan, pembentukan nilai dan tanggung jawab, pengembangan kepercayaan dan kerja sama, serta peningkatan kapasitas adaptif menghadapi perubahan sosial dan teknologi. Temuan menunjukkan modal sosial memperkuat hubungan lembaga pendidikan, masyarakat, dan pembuat kebijakan. Implikasinya, kebijakan pendidikan nonformal perlu mengintegrasikan jaringan sosial, kepercayaan, kerja sama, dan partisipasi masyarakat untuk mendukung pengembangan sumber daya manusia yang inklusif dan berkelanjutan.

Kata Kunci: Modal sosial, kebijakan pendidikan, pendidikan nonformal, pengembangan sumber daya manusia, pembelajaran sepanjang hayat.

Abstract: Non formal education broadens learning opportunities and develops human resources for communities with limited access to formal education. Its success is determined by learning programmes, the support of the social environment, and education policy. This study aims to analyse the integration of social capital and education policy in human resource development through non-formal education. The study employed a qualitative approach involving a literature review of 30 publications from 2016 to 2026, comprising journal articles, academic books, policy documents and reports. The data were analysed using content analysis, involving the identification, categorisation and synthesis of themes. The findings identified five aspects: the strengthening of social networks and community participation; reciprocal relationships and the exchange of knowledge; the formation of values and responsibility; the development of trust and cooperation; and the enhancement of adaptive capacity in the face of social and technological change. The findings indicate that social capital strengthens the relationships between educational institutions, the community and policymakers. Consequently, non-formal education policy needs to integrate social networks, trust, cooperation and community participation to support inclusive and sustainable human resource development.

Keywords: Social capital, education policy, non formal education, human resource development, lifelong learning.

INTRODUCTION

Education is one of the key elements of human development as it provides individuals with the opportunity to develop the knowledge, skills and abilities required for life in society. Education is one of the dimensions used to measure the success of human development through the Human Development Index (HDI) (Ekawati et al., 2025). In the Central Statistics Agency's (BPS) measurements, the education dimension is reflected through expected years of schooling and average years of schooling. These two indicators illustrate both the educational opportunities available to the public and the educational attainment achieved by the population. In 2020, Indonesia's HDI stood at 71.94, an increase of 0.02 points compared with 2019. Although there was an increase, HDI growth in that year slowed due to the COVID-19 pandemic. The BPS explains that this slowdown was primarily influenced by a decline in real per capita expenditure, whilst the education indicators continued to show an increase (Statistik, 2020, 2021). This data demonstrates that human development is not only related to the availability of educational opportunities, but is also influenced by the social and economic conditions that shape the population's ability to take advantage of those opportunities.

Education does not, in essence, end once a person has completed a particular level of schooling. Social change, technological developments and the dynamics of the world of work mean that a person's knowledge and skills need to be continually updated to remain relevant to the demands of life and work (UNESCO, 2017). In this context, education must be understood as a lifelong process, taking place not only through formal educational institutions but also through non-formal and informal education, work experience, and interactions in everyday life (OECD, 2021, 2025; Law of the Republic of Indonesia No. 20 of 2003 on the National Education System, 2003). Education evolves in tandem with changes in human civilisation and plays a role in fostering creativity, innovation and individual potential (Karsiwan & Sari, 2021; Tawa, 2019). This concept aligns with the principles governing the national education system, which positions education as a lifelong process of cultural development and empowerment (Maulidia Aulia Putri et al., 2024). Thus, education must not be directed solely towards academic achievement at school, but must provide scope for the public to continue learning in line with their needs and changes in their living environment. In this context, the quality of human resources is determined not only by the level of formal education attained, but by an individual's ability to acquire new knowledge, develop skills, and adapt to social, economic and technological changes.

The relationship between education and the quality of human resources is linked to the state's responsibility to guarantee learning opportunities for all citizens. Article 31 of the 1945 Constitution of the Republic of Indonesia affirms the right of citizens to receive an education. This provision is subsequently elaborated upon in Law No. 20 of 2003 on the National Education System. This law stipulates that education is delivered through formal, non-formal and informal channels. Article 26 specifically states that non-formal education serves to develop the potential of the community, with an emphasis on the acquisition of functional knowledge and skills, as well as the development of professional attitudes and character. It may take the form of life skills education, literacy education, skills education and vocational training, equivalency education, courses, training institutions, study groups and community learning centres. These provisions demonstrate that non-formal education is not merely an administrative complement to formal education, but rather an integral part of the national education

system that provides learning opportunities in accordance with the needs of the community (Law of the Republic of Indonesia No. 20 of 2003 on the National Education System, 2003).

Although access to education continues to be expanded, the issues of equity and sustainability in education still require attention. These challenges relate not only to people's ability to enrol in educational institutions, but also to their ability to continue their learning and access high-quality educational services (Mayzar & Karsiwan, 2024; Rasyid et al., 2025). The Central Statistics Agency (BPS), through its publication 'Education Statistics 2024', presents an overview of education based on the results of the March 2024 National Socio-Economic Survey and school enrolment data for the 2023/2024 academic year. This publication covers the state of education at both national and provincial levels, including school enrolment, educational attainment, the number of schools, classroom conditions, sanitation, and teaching staff (Statistik, 2024). This data is important because educational issues cannot be assessed through a single indicator alone, such as the school enrolment rate. The condition of educational facilities, the availability of teaching staff, and regional disparities must also be taken into account to gain a more comprehensive understanding of the quality of educational services.

Data on school dropout rates must be interpreted carefully to avoid drawing exaggerated conclusions. According to the 2024 People's Welfare Indicators publication issued by the Central Statistics Agency, the school dropout rate for the 2023/2024 academic year stood at 0.19 per cent at primary school level, 0.18 per cent at lower secondary school level, 0.19 per cent at upper secondary school level, and 0.28 per cent at vocational secondary school level (Statistik, 2024). These figures indicate that school dropout rates are still observed across all recorded levels of education, with the highest percentage at vocational secondary school level. Nevertheless, the data covering five academic years in this publication reveals a fluctuating pattern and does not show a continuous increase across all levels. Therefore, educational issues are best understood through multiple dimensions simultaneously, such as educational continuity, service disparities, families' socio-economic conditions, and the community's skills requirements. This approach is crucial to ensure that education policy is not solely focused on increasing the number of people in education, but also takes into account those sections of society who require learning opportunities through alternative educational pathways.

In relation to this issue, non-formal education occupies a strategic position as it provides a wider range of learning opportunities that can be tailored to the needs of the community. The role of non-formal education institutions in tackling unemployment in the digital age demonstrates that courses and self-directed learning activities can help people develop the skills needed to cope with changes in the world of work (Latifa & Pribadi, 2021). Meanwhile, improving access to non-formal education is one of the efforts to address demographic challenges and improve the quality of life for the community (Muhammad Ancha Sitorus & Hutasoit, 2021). The research by Sitorus and Hutasoit identifies the mapping of social capital as a crucial element in expanding access to non-formal education. Both studies demonstrate that non-formal education is not merely about the provision of learning programmes, but is also linked to community conditions, skills requirements, and the social support that enables learning activities to take place. Therefore, non-formal education must be positioned as a strategic pathway in supporting lifelong learning and human resource development.

However, the existence of non-formal education programmes does not in itself guarantee that the whole community can participate actively. The implementation of such programmes requires policy support, institutional backing, resources and community involvement. Therefore, the effectiveness of education policy must be assessed in terms of its ability to foster cooperative relationships between the government, educational institutions, families, community organisations and other stakeholders. In the context of such community involvement, social capital is a relevant concept for explaining how relationships between individuals and groups can support the delivery of education. Social capital generally relates to trust, norms, social networks and reciprocal relationships that enable members of the community to work together to achieve common goals. The role of social capital in school education highlights the importance of fostering trust, values or norms, social networks, cooperation and participation in supporting improvements in the quality of education. This study demonstrates that the educational process does not take place in a vacuum, separate from social life. The relationship between educational institutions, families and the community can serve as a source of support for learning activities (Fadli, 2020; Karsiwan et al., 2023). Trust facilitates communication and cooperation; shared norms provide guidelines for action; whilst social networks open up opportunities to exchange information and resources. These elements can serve as vital assets for the delivery of non-formal education, which is closely linked to the needs and potential of the community.

The theoretical basis for the relationship between social capital and human resource development can be found in the concept of social capital as a resource embedded within the structure of social relationships, which individuals can utilise to achieve specific goals (Coleman, 1988). Coleman outlines several forms of social capital, including obligations and expectations, information channels, and social norms, whereby social relationships within the family and the community can be linked to the formation of human capital, including the continuity of children's education. This line of thought is important for research into non-formal education, as the community's learning process is also influenced by the social relationships around it. Family support, community communication, trust in programme organisers, and the availability of information networks can help communities gain access to learning opportunities. Thus, social capital can be understood not as a substitute for material resources or institutional policies, but as a relational resource that can complement both in supporting the educational process.

Research on social capital in the context of education indicates that social relationships can play a role in the management and utilisation of educational resources (Wu & Norwaliza Binti Abdul Wahab, 2023). This research suggests that educational development depends not only on the availability of material resources, but also on the ability of institutions to build relationships and cooperation with their social environment. Although Wu and Abdul Wahab's research focuses on rural schools, its theoretical findings are relevant to consider in non-formal education. Non-formal educational institutions frequently engage with community organisations, local government, families and other social groups. These relationships have the potential to support the exchange of information, strengthen participation and facilitate the utilisation of resources available within the local community.

Besides social capital, human resource development is linked to ongoing investment in education and training. The role of investment in human capital in

improving the quality of human resources in the field of education in the digital age. Their study identifies education and training as a vital component in developing individuals' abilities to cope with technological change and the demands of the labour market (Tinneke Sumual & Rotty, 2024). This perspective reinforces the understanding that human resource development cannot be achieved through education at just one stage of life. Non-formal education can support these needs through courses, workplace training, equivalency education, and various forms of community-based learning. However, the successful implementation of such programmes still requires institutional and policy support that takes into account social conditions and the needs of the target groups.

Lifelong learning demonstrates that participation in education is not solely determined by the availability of programmes, but is influenced by the social, cultural and economic conditions of society. Participation in learning is linked to individual characteristics, education providers, as well as the social environment and policy (Boeren, 2017; Boeren et al., 2010). A family's social background and cultural capital also shape an individual's opportunities and propensity to engage in learning (Cincinnato et al., 2016; Pieńkosz et al., 2025). Furthermore, the ability to utilise resources and overcome barriers influences adults' decisions to learn (Broek et al., 2023). Therefore, the expansion of learning opportunities must take into account the circumstances and needs of the community, not merely the availability of educational programmes. UNESCO, through its Recommendation on Adult Learning and Education, explains that adult education is an essential part of lifelong learning. Its scope encompasses formal, non-formal and informal educational processes that enable adults to develop and enrich their skills for life, work and the interests of their communities.

Although previous research has addressed social capital in education, education policy, non-formal education, lifelong learning and human resource development, each study has had a different focus. Fadli (2020), for example, emphasises the role of social capital in school education, whilst Sitorus and Hutasoit (2021) discuss access to non-formal education in relation to demographic issues and the mapping of community social capital. Latifa and Pribadi (2022) examine the role of non-formal educational institutions in addressing unemployment in the digital age. Meanwhile, Wu and Abdul Wahab (2023) discuss the utilisation of social capital in the allocation of educational resources in rural schools, and Sumual, Lumapow, and Rotty (2024) highlight investment in human capital for improving the quality of human resources in the field of education. These studies provide an important foundation for understanding each concept, but have not specifically elucidated the relationship between social capital, education policy, and human resource development within a single discussion centred on non-formal education.

This gap highlights the need for research that not only examines social capital, education policy and human resource development in isolation, but also explores how these three elements are interrelated in the delivery of non-formal education. The key issue is not merely whether social capital plays a role in education, but rather how the elements of social capital can be linked to the direction and implementation of education policy so as to support community participation and human capacity development. This study is important because non-formal education operates within a diverse social environment and often requires the involvement of various stakeholders. By linking social and policy dimensions, the delivery of non-formal education can be

understood more comprehensively, both in terms of institutional support and the social relationships that develop within the community.

Given this gap, the novelty of this research lies in its attempt to examine the interrelationship between social capital, education policy and human resource development in non-formal education. These three concepts are not discussed in isolation, but are viewed as interrelated elements in supporting the delivery of non-formal education and lifelong learning. Through a review of the literature, this study seeks to explain how trust, social norms, networks, cooperation and community participation can be linked to education policy to develop the capacity of both individuals and communities. Thus, this study is expected to strengthen the theoretical understanding of the role of social capital in non-formal education policy. Its contribution focuses on developing this understanding, rather than on testing causal relationships or measuring programme effectiveness through empirical research.

This study aims to analyse how social capital can be integrated into education policy to support human resource development through non-formal education. By reviewing and synthesising the findings of previous research and various relevant theoretical perspectives, this study is expected to provide a clearer understanding of the relationship between social capital, education policy and the delivery of non-formal education. The findings of this study are expected to enrich the literature on education policy and serve as a basis for consideration by the government, educational institutions and civil society organisations in increasing participation, strengthening cooperation and ensuring the sustainability of non-formal education programmes.

METHOD

This study employs a qualitative approach using the integrative literature review method. This method was chosen because the study aims to examine and synthesise the findings of previous research and theoretical perspectives on the integration of social capital and education policy in human resource development through non-formal education. The review was conducted to understand conceptual developments, identify trends in research findings, and construct a theoretical understanding of the interrelationships between social capital, education policy, and the delivery of non-formal education. A literature review is a research method that can be used to summarise previous research findings, identify knowledge gaps, and provide a basis for theoretical development (Snyder, 2019). An integrative literature review enables researchers to synthesise various findings and perspectives to generate new understanding or knowledge (Torraco, 2016). Consequently, this study does not collect data directly from respondents but utilises written documents and academic publications as its primary data sources.

The research data sources include scientific journal articles, academic books, education policy documents, and reports from institutions relevant to the focus of the study. The literature reviewed covers discussions on social capital, education policy, human resource development, non-formal education, adult learning, and lifelong learning. The literature search was conducted using academic databases and search engines, namely Scopus, Web of Science, ERIC, and Google Scholar. The use of these various search sources was intended to identify relevant publications from the fields of education, social sciences, and public policy.

The search was conducted using keywords in both Indonesian and English, including social capital, education policy, human resource development, human capital,

non-formal education, adult learning, and lifelong learning. The keywords were used both individually and in combination to identify publications relevant to the research objectives. The primary literature was restricted to publications from 2016 to 2026. However, publications issued prior to this period were still utilised to a limited extent where they held significant importance as a theoretical foundation or source of fundamental concepts. In this way, the most recent literature formed the primary basis for the discussion, whilst earlier works were used to strengthen the research's conceptual framework.

The selection of literature was based on inclusion and exclusion criteria. The inclusion criteria comprised: (1) Publications discussing social capital, education policy, non-formal education, or human resource development; (2) Possessing clear and traceable bibliographic details; (3) The content of the document being accessible for review; (4) Containing research findings, theoretical discussions, or policy information relevant to the focus of the study. Meanwhile, publications that do not have clear publication details, are not relevant to the research objectives, or do not provide sufficient information for analysis were not used as primary sources. These criteria were applied to ensure the relevance and traceability of the information forming the basis of the synthesis.

Data collection was carried out in several stages. Firstly, the researcher searched for publications using pre-defined keywords. Secondly, the titles and abstracts of the publications were examined to assess their suitability for the research focus. Thirdly, publications meeting the initial criteria were read in full to ensure the relevance of the content and the adequacy of the information. Fourthly, documents meeting the criteria were designated as sources for analysis. Based on this process, this study focused on 30 publications relevant to the research topic. This figure refers to the publications that were reviewed and used in the synthesis process, not the total number of supporting sources used in the writing of the article.

Information was gathered from documents using a recording sheet or data extraction matrix (document review matrix). This matrix is used to systematically record and categorise information, including the author's name, year of publication, title of the publication, type of source, research or discussion objectives, research approach, key findings, the concept of social capital discussed, its relevance to education policy, and its relevance to non-formal education and human resource development. This recording enables information across publications to be compared, similarities and differences in findings to be identified, and the analysis process to be conducted in a more focused manner. Bowen explains that document analysis is a qualitative research method that enables researchers to examine and interpret documents to gain understanding and develop knowledge (Bowen, 2009).

The data were analysed using qualitative content analysis, employing both deductive and inductive approaches (Elo & Kyngäs, 2008). The analysis began with a thorough reading of the documents to understand the content and context of each publication. Relevant information was then identified and coded based on four areas of focus: social capital, education policy, non-formal education, and human resource development. The use of predefined concepts as the basis for coding refers to the directed content analysis approach described. Subsequently, codes with similar meanings were grouped into broader categories. These categories were compared across sources to identify patterns, similarities, differences and theoretical links (Hsieh & Shannon, 2005). The researchers remained open to the possibility of new categories

emerging that were not fully covered by the initial concepts. The integration of coding based on the theoretical framework and findings emerging from the documents is consistent with both deductive and inductive approaches (Fereday & Muir-Cochrane, 2006). The resulting categories were then developed into main themes to address the research objectives, whilst adhering to the principles of theme development and interpretation in thematic analysis (Braun & Clarke, 2006).

The synthesis was compiled whilst taking into account the context and characteristics of each publication to ensure that the findings of any single study were not over-generalised. In the analysis, social capital was examined through the elements of trust, social networks, norms, reciprocal relationships and community cooperation. The validity of the data was ensured by checking the credibility, consistency and traceability of sources and the analytical process. These steps were taken to minimise subjectivity, ensure the accuracy of interpretation, and guarantee that the study's conclusions are based on verifiable literature. Through these procedures, this study is expected to produce a systematic synthesis regarding the integration of social capital and education policy in human resource development through non-formal education.

RESULTS AND DISCUSSION

A. Social Capital as the Foundation for Human Resource Development through Non-formal Education

A review of the literature indicates that social capital is a key aspect in understanding human resource development through non-formal education. Social capital is not merely about relationships between individuals, but encompasses resources that can be obtained through social networks, trust, norms, reciprocal relationships and cooperation. These elements form the social conditions that enable communities to exchange information, share experiences, and engage in learning activities. Thus, human resource development does not depend solely on the availability of educational facilities and resources, but is linked to the capacity of institutions and communities to build social relationships that support the learning process.

Social capital in school education highlights that trust, values or norms, social networks, cooperation and participation are elements that need to be developed in efforts to improve the quality of education (Fadli, 2020). Meanwhile, social capital is viewed as a resource that can be harnessed to support the delivery of learning and the improvement of the quality of madrasah education (Dirsa, 2021). Both studies demonstrate that social relationships can serve as a source of support for the delivery of education. However, as both focus on school and madrasah education, their application in the context of non-formal education should be understood as a theoretical foundation rather than as direct evidence of the effectiveness of non-formal education programmes.

The relationship between social capital and institutional development is evident in research on social capital-based educational leadership in private secondary schools, which offers the perspective that social networks and relationships can serve as resources in the management of educational institutions (Suwadi, 2017). This is important because the delivery of non-formal education often involves various stakeholders, such as programme managers, educators, the government, community organisations, families and learners. Relationships between these parties can facilitate the exchange of information, the coordination of activities, and the utilisation of resources available within the community.

Research findings indicate that social capital within the school environment encompasses networks, trust, norms, friendships and cooperation, whereby the school's initiatives in building cooperation with various stakeholders are one of the factors supporting the utilisation of social capital (Fathurrohman, 2019). On the other hand, the study noted obstacles in the form of human resource qualifications and facilities and infrastructure that are not yet fully adequate. These findings demonstrate that social capital can support institutional development, but its existence does not automatically replace the need for competent human resources and adequate educational facilities.

From a theoretical perspective, this relationship can be explained through the concept of social capital as proposed by Bourdieu, Coleman and Putnam. Bourdieu views social capital as both actual and potential resources associated with the possession of relatively enduring networks of relationships. This perspective helps to explain that membership of social networks can provide access to information, support and resources (Bourdieu, 2002), whereby social capital functions to facilitate action through obligations and expectations, channels of information, and norms accompanied by sanctions (Coleman, 1988). Meanwhile, Putnam highlights trust, norms of reciprocity, and networks of civic engagement as elements that underpin collective action—as relationships between individuals formed through social networks, as well as norms of reciprocity and trust. Putnam explains that networks of civic engagement can reinforce norms of reciprocity, build social trust, and facilitate the resolution of issues relating to collective action (Putnam, 2000). These three perspectives provide complementary explanations of the importance of social relationships in educational activities.

In non-formal education, this perspective can be used to understand how social relationships help communities gain access to learning opportunities. Social networks, for example, can serve as channels for disseminating information about training, empowerment programmes or community education services. Trust can encourage community members to participate in activities organised by institutions or community groups (Karsiwan, 2022). Meanwhile, norms of reciprocity and cooperation can support the sharing of responsibilities in the organisation of learning activities. These relationships constitute the mechanisms that, conceptually, enable social capital to support community access to and participation in non-formal education.

Rahmawati's (2017) study provides an overview of the forms of social capital in the delivery of education at the Bojonegoro Integrated Model State Senior Secondary School. The study employed Coleman's social capital theory, involving pupils, teachers, the headteacher and parents as research subjects. The results indicate that each group possesses social capital characterised by three indicators: trust, social networks and norms. The study explains that the school's strengths constitute social capital in supporting the delivery of education (Rizki Rahmawati, 2017). Although focused on formal education, these findings illustrate that social capital can be possessed by various groups involved in the delivery of education. In the context of non-formal education, this understanding can be developed to highlight the importance of trust, social networks and norms in fostering cooperation between learners, tutors, administrators, families and community organisations.

The use of resources from outside the education sector needs to be applied proportionately. Research findings indicate that the community's social capital falls into the 'moderate' category and has a weak positive correlation with the management of tembawang (Melia et al., 2022). These findings cannot be used as direct evidence of an improvement in the quality of education. However, the study illustrates that social

capital plays a role in the management of shared resources within the community. Its relevance to non-formal education lies in the potential to utilise networks, norms and community cooperation to support collective activities.

Based on this synthesis, social capital in the development of non-formal education can be understood through five interrelated dimensions (Fatonah et al., 2023). Firstly, trust: the confidence that members of the community and institutions have in one another's commitment and responsibility. Secondly, social networks: the relationships that facilitate the exchange of information and access to resources. Thirdly, cooperation: the willingness of various parties to pool their capabilities and resources to achieve common goals. Fourthly, participation, which refers to community involvement in the planning, implementation and development of learning activities. Fifthly, shared values and norms, which are the guidelines governing behaviour, responsibilities and relationships amongst community members.

These five dimensions do not exist in isolation. Trust can encourage participation, whilst social networks open up opportunities to build cooperation. Shared norms help to maintain reciprocal relationships, whilst participation provides space for the community to engage in educational activities. Thus, social capital can be understood as the relational foundation that underpins the delivery of non-formal education. Its contribution to human resource development lies primarily in its ability to create a social environment that supports the exchange of knowledge, community engagement and shared learning.

B. The Role of Education Policy in Strengthening Social Capital and Human Resource Development

Education policy determines the direction, priorities and institutional framework for the delivery of education. In the context of human resource development, policy functions not only as an administrative framework but also as the foundation for the provision of learning opportunities, equitable access, the improvement of service quality, and the sustainability of programmes. Policies designed with community needs in mind can create opportunities for various groups to access learning opportunities in line with their circumstances and requirements. Therefore, discussions on education policy must take into account the relationship between regulations, the capacity of implementing institutions, and the social conditions of the community.

Education policy determines the direction, priorities and institutional framework for the delivery of education. It is important to understand the concepts of policy and strategic planning in determining the direction and implementation of educational programmes; furthermore, public policy is a process relating to government decisions and their implementation in response to community needs (Chairudin, 2023; Desrinelti et al., 2021). These two sources can be used to illustrate that the success of a policy is determined not only by the formulation of its objectives, but also by the implementation process and the capacity of the implementing bodies. In non-formal education, this means that policies need to be translated into programmes that are tailored to the needs of learners, the availability of resources, and the characteristics of the local community.

Non-formal education differs from formal education in that it can be organised more flexibly in terms of time, location, target groups and learning formats. The role of non-formal educational institutions in tackling unemployment in the digital age (Latifa & Pribadi, 2021). This study identifies non-formal education as a key avenue for providing learning opportunities and skills development in response to changing societal

needs. In this context, education policy needs to support the delivery of programmes relevant to the needs of learners, including those with limited access to formal education.

Community participation is a crucial aspect of education policy implementation. National education policy and its implementation in primary schools highlight the relationship between national policy and the delivery of education at the institutional level (Tawa, 2019). Although the focus of the study is on formal education, this discussion serves as a reminder that policies need to be translated into practices suited to the conditions in which they are implemented. In non-formal education, such adaptations may include the selection of materials, teaching methods, activity timetables, and forms of support that meet the needs of the community.

The relationship between education policy and social capital is complementary. Policy provides the institutional framework, programme direction and legitimacy for the delivery of education. Meanwhile, social capital provides the community connections and support necessary to foster engagement in programme implementation (Indika Yustina & Karsiwan, 2026). Policies that open up opportunities for community participation can encourage the formation of collaborative networks between the government, educational institutions, social organisations and learners. Conversely, the networks and trust that develop within the community can help institutions understand citizens' needs and strengthen communication during programme implementation.

In the context of education policy, these elements can serve as social conditions that support programme implementation (Fadli, 2020). However, social capital cannot replace the government's responsibility to provide equitable and high-quality education services. Community trust, for example, will not be sufficient if programmes are not supported by adequate funding, teaching staff, facilities and governance. Therefore, the strengthening of social capital must go hand in hand with improvements in institutional capacity and the accountability of education providers.

Social change and technological developments require education policy to continually adapt to the changing times, with all the associated challenges and shifts in education policy in Indonesia (Tintingon et al., 2023). This discussion is relevant in demonstrating that education policy must adapt to changes in the educational environment. Lifelong learning and skills development are vital in addressing changing social and economic needs, as well as digital transformation (OECD, 2021, 2025). Meanwhile, UNESCO provides an international framework for adult learning and education (UNESCO, 2020). These documents reinforce the argument that non-formal education should be situated within the framework of lifelong learning, rather than merely serving as an alternative service for those who do not participate in formal education.

A study of 155 recipients of the Jakarta Card for Outstanding Students (KJMU) showed that educational social assistance has a positive and significant influence on recipients' behaviour (Suputra & Eddyono, 2025). However, neither educational assistance nor recipients' behaviour showed a statistically significant direct influence on the quality of human capital, as measured by academic achievement, work skills and study efficiency. These results suggest that financial support for education may be linked to behavioural changes, but is not necessarily sufficient to bring about direct changes across all indicators of human capital quality (Saputra & Karsiwan, 2024). Although Suputra and Eddyono's study focused on higher education grants rather than non-formal education, its findings offer theoretical insights for the formulation of

human resource development policies (Suputra & Eddyono, 2025). Educational support needs to be linked to other services that help individuals develop and utilise their competences. In non-formal education, such support may take the form of learning support, network strengthening, recognition of learning outcomes, access to information, and links to employment opportunities or productive activities (Yulfiani & Karsiwan, 2025). Thus, education policy is not sufficient if it merely expands access to programmes; it must also ensure the continuity of support following the learning process.

Overall, the literature review indicates that education policy and social capital serve different yet complementary functions. Policy provides direction, resources and institutional support, whilst social capital helps to build relationships, participation and cooperation at the community level. Non-formal education serves as a space where institutional support and social resources can be brought together through learning activities. The integration of these three elements can serve as a conceptual framework for understanding more inclusive and sustainable human resource development.

C. Strategies for Strengthening Social Capital in the Delivery of Non-formal Education

A synthesis of the literature indicates that strengthening social capital in non-formal education requires an approach that encompasses interpersonal relationships, institutional capacity and community engagement. Social capital cannot be built solely through interpersonal relationships; rather, it must be developed into practices that support the delivery of learning programmes. Based on the literature reviewed, there are five strategies that can be employed to strengthen the role of social capital in human resource development through non-formal education.

Firstly, strengthening participation in social networks. Social networks enable educational institutions and the community to obtain information, support and resources from various parties. Fadli (2020) explains that social networks are one of the elements of social capital that need to be developed within the educational environment (Fadli, 2020). In non-formal education, networks can be strengthened by building relationships between programme organisers, local government, community organisations, the business sector, families and learners. These networks can be utilised to disseminate programme information, identify learning needs, expand resource support and connect learners with opportunities for skills development.

The strength of a network is not measured solely by the number of parties involved, but by the quality of relationships and the sustainability of cooperation. An extensive network does not necessarily yield benefits if it is not accompanied by communication, clarity of roles and shared objectives (Sari et al., 2026). Therefore, non-formal education institutions need to develop partnerships that are tailored to the needs of the programme and the capabilities of each party. In this way, social networks can serve as a means of expanding learning opportunities whilst strengthening the capacity of education providers.

Secondly, fostering reciprocal relationships between learners, educators and the community. Reciprocal relationships demonstrate a willingness to provide mutual support, share knowledge and fulfil shared responsibilities. Coleman (1988) explains that obligations and expectations are a form of social capital that can facilitate action (Coleman, 1988). In non-formal education activities, this principle can be seen through learners' willingness to share experiences, the community's involvement in supporting

activities, and the providers' commitment to delivering services tailored to learners' needs.

Social capital within the school environment requires the involvement of pupils, teachers, headteachers and parents through trust, social networks and norms. Although the context is formal education, the research illustrates that educational relationships involve various parties and are not limited to interactions between educators and learners (Rahmawati & Wahyudi, 2017). In non-formal education, reciprocal relationships can be developed through group discussions, experience-based learning activities, the sharing of skills, and community involvement in programme activities. Thus, learners are not merely positioned as recipients of services, but also as individuals who possess experience and knowledge to share.

Thirdly, strengthening shared norms and collective responsibility. Social norms serve as guidelines that direct behaviour and relationships amongst members of the community. Coleman identifies norms as a form of social capital that can support collective action in the delivery of non-formal education; shared norms can be realised through agreements regarding discipline, mutual respect, openness, responsibility, and a commitment to participating in learning activities (Coleman, 1988). The existence of such norms can help create an orderly learning environment and foster positive interactions between parties.

Research by Melia et al. shows that norms and social relationships form part of a community's social capital in managing shared resources, as evidenced by the management of tembawang (Melia et al., 2022). As this study does not address education, its findings cannot be taken as direct evidence of the influence of norms on learning outcomes. However, the study can serve as an illustration that shared norms play a role in regulating collective action at the community level. In non-formal education, the development of norms must be carried out in a participatory manner to ensure that the agreements reached are in line with the circumstances and needs of the learners.

Fourthly, building trust and sustainable cooperation. Trust forms the basis for individuals and institutions to forge relationships and carry out joint activities. Trust is one of the key elements of social capital in education, underpinned by support and cooperation in the utilisation of social capital within the school environment (Fadli, 2020; Fathurrohman, 2019). These findings demonstrate that relationships based on trust can serve as a source of support for the development of educational institutions. In non-formal education, trust can be built through transparency of information, consistency in programme delivery, clarity of responsibilities, and recognition of learners' experiences (Merrill, 2002). Trust must be accompanied by accountability so that the relationship between the institution and the community does not rely solely on personal connections. If programme organisers are able to maintain communication and fulfil agreed commitments, the community has a stronger foundation for engaging in educational activities. Thus, trust and cooperation can help sustain the relationship between the organising institution and the community in the long term.

Fifth, enhancing the adaptive capacity of stakeholders. Changes in technology, social conditions and the needs of the labour market require non-formal education institutions to adapt their learning programmes. Changes and challenges in education policy in Indonesia, whilst the OECD emphasises the importance of lifelong learning and skills development in responding to changing societal needs (OECD, 2021, 2025; Tintingon et al., 2023). Furthermore, investment in human capital and the development

of human resource quality within the context of education in the digital age (Tinneke Sumual & Rotty, 2024). These sources provide a basis for prioritising adaptability as a key aspect to be considered in educational development.

In non-formal education practice, adaptive capacity can be developed through the adaptation of learning materials, the use of technology, the development of relevant skills, and the regular assessment of learners' needs (Fatonah et al., 2023; Turrohmah, 2024). Adaptation must involve educators, programme managers, the community, and stakeholders with information regarding changing skills requirements. Thus, adaptive capacity is not merely an individual responsibility, but also an institutional and community capacity to respond to environmental changes.

These five strategies demonstrate that strengthening social capital in non-formal education requires a mutually reinforcing relationship between social networks, reciprocal relationships, shared norms, trust and adaptive capacity. These strategies do not stand alone. Social networks can expand the scope for cooperation, whilst trust and norms help to maintain the quality of relationships (Yefterson et al., 2025). Reciprocal relationships encourage the exchange of knowledge, whilst adaptive capacity enables institutions and communities to adapt learning activities to changing needs.

Thus, optimising social capital cannot be achieved simply by increasing formal community participation. Such strengthening must be realised through relationships that enable communities to engage, derive benefits, and help determine the direction of learning activities. Within this framework, non-formal education serves as a space for capacity building that brings together the community's social resources with institutional support and educational policy.

CONCLUSION

Based on the results of the literature review, it can be concluded that human resource development through non-formal education requires the integration of social capital and education policy. The main findings of the research indicate that these three elements have complementary functions. Social capital—which encompasses trust, social networks, norms, reciprocal relationships and cooperation—forms the relational foundation that supports community participation and engagement in learning activities. Education policy acts as institutional support by providing access, strengthening participation, ensuring equal opportunities, and ensuring programme sustainability. Meanwhile, non-formal education serves as a learning space that enables the community to develop knowledge, skills, and adaptive capacities in line with their life needs.

There are five strategies for strengthening social capital in the delivery of non-formal education, namely: strengthening participation in social networks; developing reciprocal relationships between learners, educators and the community; reinforcing shared norms and collective responsibility; building trust and sustainable cooperation; and enhancing the adaptive capacity of stakeholders. These five strategies demonstrate that strengthening social capital cannot be achieved solely through increased formal participation, but must be realised through relationships that enable communities to share knowledge, provide support and engage in learning activities.

Thus, the contribution of this research lies in a conceptual synthesis that positions social capital as a relational foundation, education policy as institutional support, and non-formal education as a space for human resource capacity building. This synthesis may serve as a basis for consideration by the government, educational institutions and civil society organisations in designing and implementing non-formal education

programmes that address community needs, strengthen cooperation and support lifelong learning. However, as this study is based on a literature review, the relationship between these three dimensions is the result of a conceptual synthesis and does not yet constitute empirical evidence regarding causal relationships or the effectiveness of any particular policy or programme.

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