Implementation of Sanggar Kegiatan Belajar to Reduce the School Dropout Rate in the City of Surabaya

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ABSTRACT

Phenomenon children dropping out of school is a classic problem in Indonesia which does not only occur in remote areas where access to Education is still difficult but also occurs in big cities that are easy to access. Surabaya has a fairly large APBD where 20% of the APBD is allocated for education. However, there are still Surabaya residents whose children drop out of school because of financial problems. This study tries to see how the Surabaya City Government reduces the dropout rate through SKB. The research method used is qualitative, and the data search process uses interviews with the Education Authority and UPT SKB. The results showed that implementing SKB could reduce children dropping out of school due to cost problems. SKB is a non-formal education that is included in equality education so that those who enter the SKB will get free Education. This research shows that the implementation of education policy requires support from many parties. It is not only the government that must be involved but the private sector must also be involved in the education policy process so that students can be given the experience of entering the industrial world.

Keywords: Implementation, non-formal education, government

INTRODUCTION

Problems in the field of Education in Indonesia are still experiencing many unresolved problems. One of the classic problems in Indonesia in the field of Education is that many children still drop out of school. The phenomenon of out-of-school children in Indonesia occurs not only in remote areas but also in urban areas or areas with a high enough budget. So far, many factors influence the high number of children dropping out of school in urban areas. One factor that most makes children drop out of school is the lack of funds because school fees in urban areas are quite high. In addition to the high cost, the number of children dropping out of school is also influenced by the children's motivation. If the child has the low motivation, the child will drop out of school. If there has been a school dropout, the government should not just stand still. The government has so far made an education equality program where this is made so that children who have dropped out of school can get a proper education. Because proper Education will be the main key for a country to excel in global competition, Education is considered the most strategic field to realize social welfare.

Education is a process of learning, knowledge, skills, and habits of a group of people passed down from one generation to the next through teaching, training, or research (Umam, 2018). Education will provide strength or power that aims to raise students' awareness, understanding, and sensitivity to the social, economic, cultural, and political environment so that they can improve and increase their position in society (Nugroho et al., 2022).

In essence, Education is an effort to build a nation so that it can compete at the global level. Through the 1945 Constitution, the Indonesian government explicitly mandates that every citizen has the right to get a proper education. The education process greatly affects the good and bad human personality (Priambodo, 2021). With this, the government realizes the importance of Education. The government is also trying to seriously address problems in the field of Education (Dewi Harahap et al., 2022). Because with a good system, a quality generation will emerge as the nation's successor and adapt to the surrounding and global environment.

The government's program to reduce the dropout rate is the 9-year compulsory education program (Nuradhawati, 2021). Students can carry out the 9-year compulsory education program by following three pathways: formal Education, non-formal Education, and informal Education. The definition of the three paths is contained in Law no. 20 of 2003 concerning the National Education System, "formal education is a structured and tiered educational path consisting of basic education, secondary education, and higher education." While the definition of non-formal Education according to the Law on the National Education System, "Non-formal education is an educational path outside formal education that can be carried out in a structured and tiered manner." The definition of informal Education is Education carried out in the family and the environment. The three educational pathways were formed to complement each other to support improving the quality and equity of Education for all Indonesian people (Darlis, 2017).

This article focuses implementation non-formal Education, which the government has widely used to reduce dropout rates. In contrast to formal Education, which is limited to age, non-formal Education is not limited to age, meaning that anyone can get learning. Furthermore, non-formal Education can be taken from 0 years to the elderly, so non-formal Education expands opportunities for people not covered by formal Education. Non-formal Education is divided into seven domains: life skills Education, early childhood education, youth education, women's empowerment education, literacy education, skills Education and job training, and equality education.

One government institution that plays a role in implementing non-formal Education today is the Sanggar Kegiatan Belajar (Ningrum & Sujarwo, 2017). By Law number 32 of 2004 concerning regional autonomy, the role of the SKB is to provide non-formal Education by the characteristics and policies of the district/city government (Sufyan et al., 2019). expected to be able to access many non-formal education programs, the SKB has the responsibility to organize programs according to the community's needs. However, the limitations of the SKB cause the institution to be unable to fully carry out its duties and functions (Widodo, 2015).

One area that has a Learning Activity Center (SKB) is the city of Surabaya. The SKB in the City of Surabaya is relatively new. Where the SKB for the City of Surabaya was only established in 2019 through Mayor Regulation (Perwali) Number 49 of 2017 concerning the formation and organizational structure of the technical implementing unit for non-formal education units for learning activities at the Surabaya City education office, it is under the education office where the initial purpose of the establishment of this SKB is to accommodate school-age children who drop out of school due to economic and social factors in order to be able to take high school level education without being charged the slightest fee.

The establishment of the Surabaya City SKB is a form of the Surabaya City government's effort to reduce the problem of school dropouts in the city of Surabaya, especially at the high

school level (Rachman, 2020). The pure participation rate at the high school level in Surabaya in 2021 is still low. The pure participation rate is quite high at the elementary level, reaching 102.80%. In comparison, the junior high school level is 91.18%, and for the high school level, the participation rate is quite low, only 96.59% . A low level of education participation at the high school level has made the Surabaya City government launch a SKB program for the high school level. It is intended that children aged 16 to 18 who lack funds can continue to the high school level for free.

As one of the non-formal forms of Education that are used to reduce dropout rates, there are researchers whose research focuses on SKB. One of the studies that focus on the SKB is (Sufyan et al., 2019), where this study focuses on describing and analyzing learning package C. The results of this study show that three things are done in the SKB, namely the formulation, implementation, and evaluation carried out every year. Other research looks at how social science lessons are implemented in social life (Hasviana et al., 2021). (Kusmawati et al., 2022) research which looks at the implementation of policies for children with special needs in order to get a proper education. The results showed that the school environment played a major role in student change but the role of parents, experts and the government was still quite minimal. Furthermore, there is (Zakiah et al., 2022) research which looks at how teachers implement character education in elementary schools. The results show that even though using online learning, character education can still be done by teachers. The results showed that social Education influenced the community's social life . Finally, the study (Budiwibowo & Nurhalim, 2016) looked at the learning motivation of children pursuing Package C in the Pemalang Regency. The results of this study indicate that learning motivation is still very low.

They are looking at several studies that discuss how SKB focus more on effectiveness so that they can improve the welfare of people in remote or rural areas. This article focuses on implementing SKB to reduce dropout rates in big cities. Here the researchers will see how this SKB is implemented to reduce the dropout rate in Surabaya, one of the largest cities in Indonesia..

METHOD

The research method in this article uses descriptive qualitative. The data used in this article are primary data and secondary data. Primary data in the form of interviews and secondary data in documents to support primary data. The data collection technique in this article uses in-depth interviews. When conducting interviews at the Office of Learning Activities Center (SKB) SMP 60 Surabaya, the researcher interviewed Mr. Putu as the principal of SMP 60 and concurrently serving as the executor of the duties of the head of the SKB Surabaya. Meanwhile, at the Department of Education, researchers interviewed Mr. Wahyu as the head of the non-formal education sector where the SKB was under his authority. The researcher also interviewed Andi as a grade 2 student at SKB and Ibu Harti as a student's parent. Process Data analysis uses triangulation techniques and interactive data analysis guidelines such as: collecting data obtained through a series of interviews, documents, and recordings that are processed into transcripts. Data in documents, photos, and notes from interviews with informants. The author makes reductions so that the data obtained are interconnected to provide an accurate explanation. The third stage is in presenting the data in the form of images that

the reader easily understands. Presentation of data is the arrangement of data obtained and then processed and written down to be presented in an easy-to-understand form. Thus, to conclude this study, the authors conclude the results obtained in the field..

RESULT AND DISCUSSION

There are several findings related to obstacles in the process of implementing the SKB in the city of Surabaya. Implementation process will not run as long as it has been planned at the beginning. There are several obstacles to implementing the SKB in the city of Surabaya. The most common obstacle faced is learning motivation which is less than the average child attending formal Education. This is a challenge for SKB managers. With a lack of motivation to learn compared to children who attend traditional schools, the SKB manager makes something that can attract students' interest, one of which is Education to become a content creator.

The next obstacle is seeing that SKB is equality education, so the community generally underestimates it. So this is what the SKB manager tries to change his mind. The SKB manager tries to show that SKB graduates can compete with children who attend formal Education. Children who graduated from the 2022 SKB were also accepted at one of the state universities, precisely the Jakarta State University, through the SBMPTN route. This proves that SKB children can compete with those who attend formal Education.

The third obstacle is that this SKB is a newly formed program, so it is not yet well known in Surabaya. This also happened when the researcher was granted permission to conduct research at the SKB, where they were asked whether the SKB already knew about the SKB. So it proves that this SKB is not yet known to the people of the city of Surabaya. For this reason, the SKB manager cooperates with the public or private SMP so that if anyone is interested in joining the SKB, they are welcome if there is a shortage of funds. As for the SMA, the SKB management team cooperates if there are children who drop out of school so that they are directed to enter the SKB.

In addition to the many obstacles in implementing the SKB, some achievements have been made in the past four years. The most prominent achievement is adequate educational facilities because the Surabaya city government provides significant funds for the education sector. The next thing is that there are many collaborations that the SKB has done with several industries because the city of Surabaya has many industries. The most exciting thing is that the Surabaya SKB is used as a place for comparative studies from other SKBs because, currently, it is an SKB that has accreditation from the Ministry of Education and Culture. So it is interesting for the Makassar City SKB to conduct a comparative study with the Surabaya City SKB

The process of implementing the SKB is a new program in the city of Surabaya. This SKB is a program carried out to reduce the dropout rate in the city of Surabaya. In implementing this SKB, improvements have been made from year to year. The implementation process also encountered many obstacles. However, these obstacles are always improved from year to year so that the implementation of the Surabaya City SKB is getting better.

Discussion

Education Policy is a public policy in the field of Education (Tilaar, H.A.R, 2008). Education policy relates to a collection of laws or rules that regulate the implementation of the

education system, in which there are educational goals and ways to achieve these goals (Sukmawati, 2017). Therefore, Education must be in line with public policy. In general, education policy is part of public policy, which can be understood as a policy in the field of Education to achieve the nation's development goals in the field of Education as the goal of a nation(Iqbal et al., 2021).

Mark Olsen revealed that Education policy is the key to excellence, even the existence of countries in global competition, so Education policy needs to get top priority in the era of globalization. The main argument is that globalization brings democratic values where democracy gives results is democracy supported by good Education. Implementation of Education policies requires a lot of necessary resources. Policy implementation is a necessary process because how well a policy if it is not well prepared and planned for its implementation, then what is the goal of public policy will not be realized. According to Edward III (1980), to know the implementation of the policy, the first thing to ask is what are the initial conditions for the policy's success and what are the obstacles. In order to answer this question, Edward III provides four factors that play an important role in the success of policy implementation. The four factors are communication, resources, disposition, and organizational structure (George C Edwards, 1980).

The first factor is the communication process, where implementing the policy requires clear, accurate, and consistent information for each implementer who will implement the policy. Policies will be implemented properly if there is effective communication between policy implementers and the target group. In addition, program goals and objectives can be well socialized to avoid ignorance of policies and programs.

Communication in the implementation of the SKB can be seen in how the teaching and learning process is carried out. The teaching and learning process at SKB is different from formal or regular schools. Judging from the context, students who attend SKB are children whose motivation is not so high. So this requires more communication in the teaching and learning process. Nevertheless, on the other hand, students are given many opportunities to develop their interests and talents.

This SKB program, from a demographic and geographic perspective, is located in northern Surabaya. Demographically, North Surabaya has a lower level of welfare than East, South, West, or Central Surabaya. If we look at economic factors, no developers have built malls in northern Surabaya, so until now, there are no malls in northern Surabaya. In addition to economic problems, the dropout rate in Surabaya is also quite high compared to the rest of Surabaya. Forty percent of the dropout rate in Surabaya is in northern Surabaya. So this SKB was placed in northern Surabaya because of these factors. Apart from that, SMP 60 Surabaya City is a new building with a very large area compared to other SMPs. In the future, the Surabaya City government wants to make SKB in various places so that it will be easier if there are underprivileged children from the south or west of Surabaya. They do not need to go to north Surabaya but can be near their domicile.

This communication is important so that the SKB Surabaya program is placed in northern Surabaya because their income is lower than others. With this SKB, people who take part in the SKB, especially in the northern Surabaya area, can get a decent job because, so far, the reason why someone does not get a decent job is that the level of Education is still relatively low so that with the Surabaya SKB it can increase the level of Education and provide jobs. Worthy of them

The placement of the SKB in northern Surabaya is to be closer so that the communication process is easier. The Surabaya city government also assists students who want to study at SKB. Those who want to enter the SKB do not have to start from grade one but can start from grade two or three as long as they have proof that they have taken Education. The evidence can be a report card or a diploma. Many children want to enter the SKB but have obstacles that prevent them from registering. Often, a diploma or report card that their old school withholds is often encountered. Those who have dropped out of school can use the report card to register so that sometimes their report card is held back by the old school. If something like this has happened, the SKB intervenes to communicate with their old school so that the report card can be given so that it can be used for registration but must pay for fees if from private schools and high school level the authority is no longer on the Surabaya city government.

It is different if their diploma is withheld by a public junior high school whose authority is under the Surabaya city education office. In this case, the Surabaya city government is easier to intervene because the authority belongs to the Surabaya city government. It is different if the one holding their diploma is from a private junior high school. If a private junior high school holds their diploma back, the Surabaya city government must proceed to redeem their diploma for a fee. In 2021 the Surabaya city government spent four hundred million to redeem the suspended diploma. The funds were taken from Baznas. These various efforts reduce the dropout rate because they can continue their equality education in SKB.

Many efforts have been made by the Surabaya city government so that the existence of this SKB program can be enjoyed by the entire community, especially in Surabaya, and make the city of Surabaya free from school-age children who stop attending school because of the Surabaya City Budget is among the highest in Indonesia.

The second factor is resources, where human resources are the adequacy of implementing policies both in quality and quantity to cover the entire target group. Meanwhile, human resources are a policy's adequacy of funds and investment capital. Both resources are equally important. Without the expertise of the implementer, the policy will not be implemented properly. Like financial resources, financial resources ensure the sustainability of policies because policies cannot run effectively without adequate financial resources.

The resource factor can be seen from how it is deployed, whether human or financial resources. Human resources can be seen in how these teachers carry out teaching and learning activities. For example, the Surabaya activity studio only teaches social science lessons. This is done because it makes it easier for students to understand the lesson. The teachers also come from around the school. This was done to make adapting to the school environment easier because most of the participants who attended the SKB education also came from northern Surabaya. Regarding employment status, these teachers are temporary employees appointed by the local government and paid by the Surabaya City Budget since the Government Regulation (PP) 49/2018; their status is still recognized because the SKB is an equal education the government still recognizes their status.

In addition to hiring employees from around the SKB schools, they also collaborate with universities that focus on Education, such as Universitas Negeri Surabaya and Universitas Adhi Buana Surabaya. From this Educational Campus, the SKB was helped a lot because several interns helped implement the SKB. The campus sent them to assist SKB in the teaching and learning process. Besides being very helpful, they can also practice their knowledge from what

has been obtained from lectures. This will make them ready when they enter the community from the practice at the Surabaya City SKB.

In addition to human resources from the campus to assist the teaching and learning process, SKB Surabaya also brought in teachers from industry players. This is done because industry players are practitioners in direct contact with the HR needs. For this reason, industry players implementing the Surabaya SKB teach more students in practice in the industrial world. So that students who are taught by practitioners when they leave already have the required skills.

It is clear in the SKB Surabaya program, which shows how involved practitioners are in terms of preparation for the culinary world. SKB Surabaya brings chefs directly from the industrial world so they can understand how to make delicious dishes. For example, the SKB Surabaya brought a Chef from SHS to teach how to make delicious dishes that violators could enjoy. This proves how the improvement of the efforts made by SKB Surabaya to create excellent human resources.

In addition to human resources, the source of funds is no less important. This factor is one of the most crucial factors because the initial purpose of the SKB was to facilitate low-income people to get an education. Of course, for low-income people, in order to get Education, the main problem lies in the cost. With the establishment of the SKB, low-income people can go to school at no charge or free of charge. With no fees or freebies, the government must prepare large enough funds for SKB operations. SKB is a vocational-based education, so it requires quite a lot of equipment. For example, vocational Education in machinery requires much equipment related to machines, such as engine oil and spare parts. This is all provided by SKB without students having to spend any money. For example, vocational related to culinary or cooking. Culinary or cooking requires cooking utensils and, of course, cooking oil. The SKB provided all the cooking utensils without the students spending any money.

Apart from not being charged at all or free of charge and getting a uniform provided by the Education office. SKB initially submitted a request for free uniforms to the Education office, but after several requests, there has been no response. However, in the end, the Education office agreed that students studying at SKB would get uniforms for free. This aims to increase the number of SKB enthusiasts yearly, especially those who cannot afford it, to reduce the dropout rate.

The third factor is disposition. Where if the implementation wants to run effectively, the thing that needs to be considered is that policy implementers must know what to do and have the ability to do so, and policy implementers must also have the desire to implement the policy. Disposition means that policy implementers show their characteristics. Characteristics that must be possessed include honesty, commitment, and democracy.

Disposition in implementing this SKB can be seen in how these implementers carry out their respective duties. Teachers or tutors are given a fairly large incentive, equivalent to the UMR of the City of Surabaya, and the relevant agencies also monitor their performance. So they must have qualified competencies not only in terms of academics but in how to motivate students to have high motivation in participating in learning at SKB. This is because students who attend SKB, on average, have lower motivation than regular students at school because their orientation is work. Of course, this requires skills on how to grow motivation to learn so that it increases and does not break down in the middle of the road.

Anticipating students who drop out of school in the middle of the road and increasing motivation to learn, the social service agency encourages SKB to make something interesting—

making something interesting will include people with low incomes in the SKB. One of the interesting things in the SKB is the existence of Education to become a YouTuber or content creator. This is because today's children prefer to work as independent individuals rather than in an agency or an office. Of course, learning in this SKB must provide a differentiator from learning open in many other places. For example, sewing, workshops, and cooking are already widely available elsewhere. However, those related to the digital world are still relatively rare, and the future direction of the digital world will be something that cannot be avoided.

Giving something interesting will give students or anyone to participate in it. By using the logic of small children seeing something interesting will make them come, this is trying to be implemented in the SKB. On several occasions, SKB students tried to make a video content depicting the city of Surabaya, and the results were quite good. It can even be said to be a professional video. Making this video requires high creativity from the video maker and the director or teacher.

To attract low-income people interested in entering the SKB, the Surabaya City Government also provides scholarships for SKB graduates who want to continue their studies at state universities anywhere throughout Indonesia. This is because it turns out that there are children who graduated from the SKB who were accepted at one of the state universities, precisely at the State University of Jakarta, through the SBMPTN route. This proves that SKB children can compete with those who attend formal Education.

The last factor is the organizational structure, where the organizational structure/bureaucracy is important to see the mechanism and structure of implementing the policy itself. In the policy implementation mechanism, there is usually a Standard Operating Procedure (SOP) which is included in the policy/program guideline. An SOP is said to be good if it has a clear, systematic, uncomplicated framework and is easy to understand by anyone because it becomes a working reference for implementing policies.

The organizational structure in implementing this SKB is under the Surabaya City Education Office, specifically in early childhood and equality. This SKB is a high school level education, so there is a slight problem with why this SKB is placed in the field of early childhood and equality. High school-level Education in Law No. 24 of 2014 is under the authority of the provincial government and not under the authority of the city district government. So that the Surabaya city government puts the SKB as an equal education whose funding comes from the Surabaya City Budget, by placing it inequality education, high school level education can be under the authority of the education office.

Implementing the SKB is, of course, not only under the Department of Education, but other agencies also participate. Because this SKB is Education for low-income people, the agency that has the right to determine whether the community is low-income or not is the social service. Here the social service also implements the SKB, especially in the student registration process. One of the main requirements to register for the SKB is to obtain a statement that the community is a low-income community issued by the social service. So if you do not have a low-income letter, you will not be able to register with the SKB.

Of course, a low-income letter can not be obtained just like that. The community must pass several stages to get a low-income certificate. Of course, the first thing is to ask for a certificate from the RT RW, go to the village, and proceed to the social service. In the process,

there must also be survey activities carried out by the relevant agencies so that those who get the low-income certificate are people who deserve it.

The problem is when people do not know where to go if they want to get the letter. Therefore, now there are complaints for RT RW in Surabaya. If the performance of the RT RW in Surabaya is not optimal, it can be replaced at any time. So when children drop out of school because of the costs of the RT RW in Surabaya, they must be active immediately to report it to the appropriate office so that a solution can be found immediately. So even though some SKB students ride cars but have a low-income certificate, they have the right to register at the Surabaya City SKB. In this way, citizens who have to be active and officials whom the government pays must also be active. With the active participation of all parties, it is hoped that children will drop out of school because the costs in the city of Surabaya can be reduced.

Another organizational structure in the SKB process can be seen in how the parties from the SKB apply for accreditation for their institutions. The application for accreditation shows the clarity of the institution. The better the level of accreditation owned by an institution, it can be said that the institution in it also has good institutions. Because to apply for accreditation, many conditions must be met. Not all institutions can meet these requirements. The SKB Surabaya is currently applying for accreditation from the Ministry of Education and Culture so that the institution can get accreditation. With this accreditation, the public's trust will also be higher.

The organizational structure of SKB Surabaya is considered good because, so far, out-of-school Education has visited SKB Surabaya to imitate the institutional system of SKB Surabaya. Many out-of-school schools outside Java came to SKB Surabaya to see how the SKB Surabaya institution was, and they wanted to emulate the existing system. In the past, outside schools only saw how the teaching and learning process at SKB Surabaya was. However, outside schools that want to imitate the existing system of SKB Surabaya must participate in the teaching and learning process at SKB Surabaya. This way, their system can exchange ideas and ideas so that the education system outside of school is improving.

CONCLUSION

The Surabaya SKB program is an effort made by the Surabaya City government to reduce the dropout rate, especially at the high school level. Implementing the SKB policy in reducing the dropout rate due to cost issues can be quite good because if seen every year, the number of applicants increases from the initial opening of only two classes to four. This provides evidence that this SKB is needed by the community, especially for those with limited funds, to participate in the teaching and learning process. The teaching and learning process is also growing from where there is only one major now to four majors. In the future, various majors will be added considering the increasingly fast world development, especially those related to the digital world, because students in the current era are more enthusiastic about the development of the digital world.

The implementation process of this SKB is getting tougher every year because they are serious about screening students with high motivation in learning. Not all who apply will be accepted because there are main requirements that must be met, namely residents of Surabaya, school age, and having a certificate of incapacity from the social service. These three conditions must be met if you want to register at SKB because the teaching and learning process at SKB Surabaya is free of charge. So the main requirement for those who enter the SKB is those who want to change the situation in the future through Education. Where graduates of this SKB have

been recognized if they want to enter any higher education institution. Several students who graduated from the SKB have now been accepted at prestigious state universities in Indonesia. This proves that the SKB aims to reduce the dropout rate in the city of Surabaya.

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