Education Reform Of Surabaya Government Trough A Program Of Sanggar Kegiatan Belajar

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EDUCATION REFORM OF SURABAYA GOVERNMENT THROUGH A PROGRAM OF SANGGAR KEGIATAN BELAJAR

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ABSTRACT

Surabaya has a problem regarding its education system, for instance, the low participation, specifically at the high school level. Many children do not continue their education until their high school years. This problem would hopefully be solved by the Surabaya City Government through the *Peraturan Walikota Nomor 49 Tahun 2017* on the establishment and organization of a technical implementation unit of non-formal education, *Sanggar Kegiatan Belajar* (SKB) at the Department of Education of Surabaya. This is a community empowerment program to reduce the dropout rate, particularly for high school students in non-formal educational institutions. This study seeks to observe the conduct of the non-formal education reform by the government of Surabaya. This research is descriptive qualitative by utilizing data collection as its technique, interview, and observation. The interviews were conducted on the determination of informants according to the information required by the researcher. The results showed that education-themed empowerment is to increase students' participation which has not been effective. This is observed through less enthusiasm of dropped out children to participate in the non-formal education in SKB. Supportive actions from the parents are highly expected to encourage their children to participate in their education process to realize the 9-year compulsory education program.

Keywords: *Reform, Non-Formal Education, SKB*

A. INTRODUCTION

Education is the process of transfering power through knowledge that aims to raise awareness, understanding, and sensitivity of students for their development of social, economic, cultural and political aspects. Hence, they eventually possess the ability to improve and elevate their standing in society. In essence, education is an effort to build a culture and civilization of the nation. Therefore, the *Undang-Undang Dasar Republik Indonesia Tahun 1945* of mandates that every citizen is entitled to acquire education. Education is strongly expected to be instrumental in forming humanized or uncivilized personalities in a person. Recognizing this, the government critically assumes to enhance its efforts in the field of education. It believes that high quality education system would

shape qualified next generations who are able to adapt themselves to the life of society, nation, and the state.

The government obligates the 9-year compulsory education for children of the set of three educational pathways to improve the quality and equity of education: formal, non-formal, and informal education. According to the *Undang-Undang Nomor 20 Tahun 2003* about National Education System, "Formal education is the education that is structured and tiered consisting of basic education, secondary education, and higher education." While the notion of non-formal education according to the Law of National Education System is as following "Non-formal education is an educational pathway outside its formal counterpart that can be implemented in a structured and tiered method." The third pathway, informal education, is a pathway conducted within the family or the local community. Those three pathways of education were formed to complement each other in order to support the improvement of quality and equity of education for all Indonesian citizens.

To put it in the context, non-formal education is conducted outside the formal educational institutions, which is a form of the lifelong education implementation. In the amendment of the *Undang-Undang Dasar Republik Indonesia Tahun 1945*, the government has to guarantee education for all Indonesian citizens as written in article 31, paragraph 1 that "Every citizen has the right to acquire an education." Aside from formal education which is limited to students' age, non-formal education is not limited to it, meaning that anyone can acquire learning experiences. Non-formal education can be reached from the year 0 to the elderly; hence non-formal education may expand opportunities for people that cannot afford formal education. The outline of non-formal education consists of seven domains: life skills education, early childhood education, education and youth, education, women's empowerment, education, literacy, educational skills and job training, and education equality.

One of the government agencies that play a role in the organization of non-formal education is currently *Sanggar Kegiatan Belajar* (SKB) or Studio Learning Activity. Initially, the *Surat Keputusan Menteri Pendidikan dan Kebudayaan Republik Indonesia Nomor 023/O/1997* states that the principal tasks of the SKB are to carry out the making of a pilot project and control the implementation quality of Outside of School Educational Program for Youth and Sports based on a technical policy of General Director of Out of School Education for Youth and Sports. According to the decree, the previous principal task of SKB was to establish the pilot programs and control the quality of non-formal education implementation program. However, after the *Undang-Undang Nomor 22 Tahun 1999* on regional government was enacted and was renewed by the *Undang-Undang Nomor 32 Tahun 2004*, the role and function of the SKB changed in accordance with the characteristics and policies of the city/county government respectively. As the agency that has the principal task of organizing non-formal education, SKB is expected to access many programs of non-formal education. SKB has the responsibility of organizing the programs according to the needs of the community however, its limitations lead to not being able to fully carry out its tasks or function.

SKB Surabaya is a non-formal education institution under the Department of Education of the City of Surabaya. Issued by the Surabaya City government, it aims to accommodate school-age children who are drop out of school due to economic and social factors in acquiring educational program equivalent to high school level. It has no fees collected and its tuition is free. Through public SKB, dropout children may enhance their life skills through Paket C program that is equivalent to high school level. The SKB Program of Surabaya has the certainty of the law on the *Peraturan Walikota Nomor 49 Tahun 2017* regarding the establishment and organization of technical implementation unit for non-formal education on SKB at the Department of Education of Surabaya. The SKB functions as a form of government attention to citizens who should be studying at high school institutions or equivalent, yet they could not afford the education. One of the reasons is because the illiteracy rate in Surabaya remains high.

Illiteracy rate of Surabaya in 2019 was to reach 1.18 percent. Determined within the population aged above 15 years, about 1.18 percent could not read and write. However, the illiteracy rate rose compared to the previous year, i.e. 1.16 percent. In 2019, the illiterate population in Surabaya was mostly on the population of the age group above 70 years, that of 7.14 percent. While in the age group 60-69 years, illiteracy rate was as much as 3.39 percent. In addition, the level of school participation of 16-18 years of age remained low. In general, the school participation level was low. The pure participation value at the high school education level in Surabaya was considerably low. At the elementary education level, the pure participation number was considered quite high, i.e. reaching 99,07%; while at the junior high school level, the percentage showed 85,19%; and the high school level participation rate was considerably low, which was merely 65,73% (Surabaya Dalam Angka, 2020). The low percentage of educational participation at the high school level causes the government launched a program of SKB for such educational. This is aimed at the children aged 16 to18 who could not afford the costs can continue to the high school institutions unconfined.

As educational empowerment in Indonesia, the existence of SKB has attracted the attention of many parties to learn further about it. This is the evidence from several studies that establish the SKB as the focus of discussion. One of the studies is from Putri Indraningrum (2015) entitled The Development Program of SKB of Gunung Kidul through a Partnership Model. It showed that the planning of the partnership program of UPT SKB Gunung Kidul was motivated by the need for funds, facilities, and human resources. Hence, to optimize the program, the institutions should commit themselves to maintaining the program quality and distributing the graduate of the life skills program. Further research is by Herli Anggara (2018) entitled the Office Program of Acting Official Unit (UPTD) SKB in Improving the Community Life Skills of Community in Metro City. This research concluded that the Program Office of *UPTD Sanggar Kegiatan Belajar* (SKB) Metro in improving the Community Life Skills on the Metro was said to be successful by several indicators, such as the addition of the ability or knowledge, insight, and the ability of the participants to practice training materials or to be skilled. Research by Widodo (2015) with the title The Management of SKB in the Era of Regional Autonomy also mentioned

about it. This research showed that the SKB management in the era of Regional Autonomy varied. There were already well underway and had the support of the local government, yet most of the SKB was not developed even threatened to be dissolved or merged. Research by Suparman (2020) entitled The Effectiveness of Sewing Course Implementation in the SKB Enrekang Regional. The results showed that the effectiveness of sewing course in SKB Enrekang viewed in terms of input can be said to be effective.

Regarding to some research that discussed SKB, the discourse is more focused on SKB effectiveness to improve the welfare of society in remote areas or rural areas. However, the researchers in this study looks at undiscussed gap on how the SKB empowers the community in a big city. This study would observe how the Community Empowerment Program in education through SKB in the city of Surabaya to reduce the dropout rate, especially at the high school level. This is due to the high percentage of school dropped out rate from high school institutions in the City of Surabaya.

B. LITERATURE REVIEW

Empowerment is a process for providing power to the weak, and reducing the power to those who are too powerful hence it can be balanced. Similarly, according to Rappaport, empowerment is a means by which people, organizations, and communities were directed to be able to control their lives (Anwas, 2014: 49). Understanding empowerment means to emphasize on aspects of power delegation, power authorization, or transfer of power to the individual or the community so as to organize themselves and their environment in accordance with the desire, potential, and abilities (Widiastuti, 2015).

According to Mas'oed, empowerment is defined as an attempt to provide power or reinforcement to the community (Aprillia Theresia, 2015). Empowerment is basically a series of activities to strengthen and/or optimize the power of the particular target group, such as the powerless community in the society (Chabib Soleh, 2014). According to Parsons, empowerment emphasizes that people acquire skills, knowledge, and sufficient power to affect their lives and the lives of others who come to their responsibility (Sumodiningrat, 2007).

The purpose of empowerment is to form individuals and communities become self-reliant. Self-reliance includes the independence to think, act, and control what they do (Sulistiyani & Ambar Teguh, 2004). Community empowerment should lead to the formation of the enhanced cognitive society. Empowerment aims to create a more self-sufficient and knowledgeable society. It also triggers people to occupy practical skills in improving their welfare of society by utilizing the knowledge and skills to create business opportunities or working forces. There are six goals of empowerment, such as: 1) the Institutional Improvement, 2) the Business Improvement, 3) the Income Improvement, 4) the Environmental Improvement, 5) the Life Improvement, and 6) the Society Improvement.

Community empowerment is expected to be empowering people who have a weak condition in order to be independent and improve the welfare of the family and the community. To achieve self-reliance and welfare of the community, the

society needs the process of learning that is quite time-consuming. Empowerment durability depends on community participation and cognitive aspect of communities in certain area (Isbandi Rukminto, 2013).

C. METHOD

The research method used is descriptive qualitative. Data collection technique was through in-depth interviews. Interviews were conducted with the meeting among the researchers and the committee in the SKB Surabaya office in State Junior High School 60 Surabaya, the Department of Education and Social Office of the City of Surabaya. To examine the analysis of the data, the researchers used triangulation techniques and analysis guidelines for interactive data. Data collection was obtained through a series of interviews, documents, and recordings processed into a transcript. Data was in the form of documents, photos, and recordings of the results of interviews with informants. At the next stage, the authors performed data collection to simplify and clarify the results of the data to be more easily understood by the reader. The authors did data reduction, so that the data obtained were interconnected to give an accurate explanation. The third stage was data presentation in the form of images to be easily understood by the reader. Presentation of data is the arrangement of the data obtained and further processed and written to be presented in a readable form. Hence, to draw conclusions in this study, the authors concluded the results obtained in the field.

D. EXPLANATION

Community empowerment is the business or process of empowering the community to add insight or knowledge, to gain the skills, to enhance community prosperity, or to provide the resources, opportunities, knowledge, and skills for people to enhance their ability to determine the future and to participate in and affect the lives of their community.

Empowerment is not merely an economic concept, yet is frequently intended for the purpose of undertaking the poverty elimination and for the welfare of the society. The poverty eradication can be achieved with the approach of community empowerment. It is believe that through the empowerment of all the potential of the community, the helpless groups can be encouraged and enhanced in the fight against the factors that cause poverty.

There are 6 objectives of empowerment. The first one is institutional improvement. The improvement of the activities/actions is expected to improve the institution. The pathway to do it is by developing a network of business partnerships with stable institutions that are accustomed to empowerment to aid its implementation. Many institutions have been known to exist yet their institutional practices have remained gray. The presence of illegitimate institutions such as the aforementioned ones makes the goal of empowerment difficult to be achieved.

The institutional empowerment in the process of SKB was appraised from how the SKB parties applied for its institutional accreditation. The submission of accreditation addresses the clarity status of the institution. A better level of accreditation owned by an institution, it can be said that the institution also has a

good institutional work portfolio since numbered requirements for accreditation must be met. Not all agencies can meet these requirements. SKB Surabaya currently applies for accreditation on the Ministry of Education and Culture so that the institution may receive accreditation. In line with such accreditation then the public trust would be easily gained.

The institutional aspect of SKB Surabaya is considered good because many non-formal education institutions have visited the SKB Surabaya to imitate the SKB Surabaya institutional system. Many schools located outside the Java Island also visited the SKB Surabaya to conduct a similar visitation over the SKB Surabaya and to imitate the system. Initially, many non-formal educational institutions merely examine teaching and learning activities in the SKB Surabaya as the spectators. Currently, institutions that wish to adopt the systems should be following the teaching and learning activities themselves. They can exchange ideas and the notion regarding a betterment of the education system in non-formal schools.

The second is the business improvement. The improvement of education is significant for learning motivation, accessibility improvements, activities, and institutional improvement. These are expected to improve the business conduct. Business improvement is to provide a positive impact on the world of industry. The more skillful human resources working in a factory, the more profitable is the industry and society itself. There should be cooperation between the educational institutions and business owners to prepare for the upcoming competent and competitive human resources.

Improvement of business in the learning process of SKB is evidence from how the SKB Surabaya invites teachers from the business owners. This is conducted because the business owners are experienced practitioners who are directly in contact with human resources needs. Hence, the business owners participated by teaching their practical experiences in SKB Surabaya learning activities regarding the operational aspects of their industries. As a result, students who were taught by practitioners would have already had the necessary skills when they graduate.

SKB Surabaya clearly demonstrated the involvement of practitioners in terms of students' preparation for the culinary world. SKB Surabaya invited chefs from the culinary industry for the participants to share their experiences in cooking top-notch cuisines and beverages through hands-on learning activities. Particularly, SKB Surabaya invited the Chef of SHS (Surabaya Hotel School) to teach how to cook delicious food and to produce cuisines enjoyed by customers. This proves the efforts of SKB Surabaya in terms of business improvement to create skillful human resources.

The third is the income improvement. The onset of the business repairment is expected to fix the income earned for the family and the community. The improvement of income gives a positive impact on the surrounding community.

It is seen from how the SKB Surabaya program is placed in the northern area of Surabaya because their income is lower than in the other. The people that participate into the SKB, especially in the northern part of Surabaya, could be the skillful workforces and obtain decent occupations. Until recently, the low level of

education still acts as the general cause of not obtaining a decent job. Hence, the existence of the SKB Surabaya is highly likely to increase the level of education and provide decent work for them.

The income repairment is also conducted by the SKB Surabaya by cooperating with partners that provide a simulation on how the participants work in the business world. In this case, the SKB Surabaya provides hands-on learning materials that are in demand by students. For instances, when there was learning about the barista, then the SKB Surabaya brought barista directly to teach participants on how to be a good barista. While for the lessons, the SKB Surabaya collaborates with Unesa (State University of Surabaya) and Unipa (Adibuana Education University) because those universities are specialized in education field.

The fourth is the improvement of the living environment. Income repairment is expected to improve the physical and social living environment, because environmental damage is frequently caused by poverty or limited income. Environmental improvement is very important because a good environment provides a positive impact on people. On the other hand, the atrocious environment may also contribute to inappropriate influences.

The SKB Surabaya is one of the efforts to improve the environment especially in the northern area of Surabaya. The SKB Program is situated there because, in terms of the physical and social environment, the citizens are prone to financial deprivation compared to other parts of Surabaya. Therefore there needs to be environmental improvement in order to enhance the environment and living quality in northern area of Surabaya. So, the SKB program is expected to embellish the environment in aforementioned area.

As a matter of fact, there is no shopping hub (malls) in the northern part of Surabaya. This is different compared to the eastern, western, southern, and central areas of Surabaya where malls are in every place. No developer wants to set up a mall in the northern area of Surabaya. Considered from its environmental condition, northern part of Surabaya looks like deteriorating than the other areas. If eastern, western, southern, and central parts of Surabaya are being intensively developed with infrastructure, then the things looks differently in the northern area of Surabaya. There is almost no establishment of the massive infrastructure in the area. This shows that environmental improvement through the SKB program is appropriate to improve the environment in the northern area of Surabaya.

The fifth is Life Improvement. The improvement of income and state of the community living is expected to enhance the state of life of every family and society in general. The improvement of the environment results in a positive impact for the people living around the area. It also affects other aspects, for instance, the number of crimes, the level of unemployment, and the poverty rate would be reduced as well.

The life improvement during the SKB Surabaya establishment process is an indicator of its successful endeavors, one of which is the enthusiasm of many learners to register for the program. Many wish to register to the SKB Surabaya so that the committee of SKB Surabaya constricts the sign-in process as it would be

more selective towards the participants. The first step to register is screening local citizens proven by their ID Card. Since the funding is from the Surabaya government budget, the beneficiaries should be prioritized for the holders of Surabaya-based ID Card. Those that are not the holders are ineligible of any service from SKB Surabaya.

The second step is age screening. The maximum age to participate is 21 years old as it is similar to those who register for regular high school institutions. These screening steps are applied due to the funding limitation of SKB Surabaya. The final step is to submit the *Surat Keterangan Tidak Mampu* (SKTM) or a certificate which states the participant's financial condition issued by the Social Office of Surabaya. The office should register every participant in its database; thus, any citizen living in particular RT or RW neighborhoods with financial deprivation may access appropriate help and services. The final step prevents the citizens who are financially stable to participate in SKB Surabaya.

The sixth is the Improvement of Society. The state of an advanced life, which is supported by a better physical and social environment, is expected to be realized in people's lives. The improvement of the community then will build a humanized society. Thus, the welfare of the community can be increased.

The SKB Surabaya Program at its core is a program of improvement of the community, especially for marginalized people. The SKB Surabaya Program provides the chance for high school students who are out of school due to their inability to afford school to obtain a diploma through the program. As an impact, it is expected that they may improve their standing within society. In addition to obtain a diploma certificate, the SKB participants would also learn different set of lessons compared to those in the regular schools. There will be additional specialized practices to prepare them as skilled workforces.

E. CONCLUSION

The SKB Program is community empowerment efforts undertaken by the government of the City of Surabaya to overcome poverty. The Government Decision to locate SKB Surabaya in the northern Surabaya because many children are in the productive age yet they are out of school. It is expected that with the construction of SKB Surabaya produce a positive impact to the lives of Surabaya citizens. However, the late-year process of teaching and learning in the SKB Surabaya has been evaluated as less effective because of the pandemic. This is observed in the inability of SKB Surabaya to conduct face-to-face learning due to its temporary banning by the Ministry of Education and Culture and hence, activation of online-based learning. This is definitely very detrimental for participants of SKB Surabaya because they require more hands-on and practical learning instead of the theoretical ones. As a consequence, the online-based practical lessons would not be optimal because of their limitations to absorb the knowledge from the teacher or practitioners who have a partnership with the SKB Surabaya.

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