

The Policy Implementation of Program *Gerakan Ayo Sekolah* to Reduce Dropout Rate In Bojonegoro

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Abstract—One of the best ways to increase the quality of a nation is to increase the quality of its education. Unfortunately, there are still many Indonesian school age children who can't afford to go to school, especially in rural areas. Take Bojonegoro as an example. According to Bojonegoro Head of Education, there are 667 elementary school children, 1,103 junior high school children, and 2,221 senior high school children that never receive any form of education. The number of children who dropped out from school is even worse, consisting of 1,330 elementary school children, 3,760 junior high school children, and 3,042 senior high school children. A decrease in economic growth can be seen as one of the major factors for this phenomenon. In 2013, Bojonegoro economic growth was ranked 5th in East Java (BPS, 2015). However, one year later, they dropped to number 9 with 6.19% growth. To solve this problem, the Government of Bojonegoro decided to create a new program called "Gerakan Ayo Sekolah". Children aged 7 to 18 years in Bojonegoro can go to school for free, because the government has allocated a fund to pay for their education. The purpose of this research is to see the implementation of Gerakan Ayo Sekolah and find out whether it gives a real positive impact to the development of education in Bojonegoro. This research uses qualitative descriptive as the method. The research was conducted in the Bojonegoro district of East Java province. Data collection techniques are performed by observation, interviews, and documentation. The data analysis techniques used is qualitative analysis. The results of this research show that Gerakan Ayo Sekolah Program in Bojonegoro has been executed in accordance with the regulation of the Government of Bojonegoro District number 8 year 2016 about the guidelines for the fund management of special allocation of education in the field of funds disbursement, and acceptance techniques. However, the program still hasn't managed to reduce the number of school dropouts in Bojonegoro. Maybe, it's due to the fact that this program has only been implemented for a year. We still have to wait and see how this program works in the coming years.

Keywords—*Gerakan Ayo Sekolah, dropouts*

I. INTRODUCTION

Education holds an important role in providing high-quality human resources in carrying out the development process of a nation. According to the Law No. 20 of 2003, education is a conscious and planned effort to execute a learning process in which the students can actively develop their potential to have spiritual, religious, self-control,

personality, moral intelligence, and the skills needed to make a good impact on the community as well as the nation.

According to **Todaro and Stephen C. Smith (2006)** [1], education is used as a measurement to see the results of a nation development. To be a developed nation, the government has to make sure the quality of its education system. Sadly, there are still many school-age children in Bojonegoro that can't afford to go to school. According to BPS East Java data, the dropout rates in Bojonegoro can be seen in Table 1. as follows:

TABLE I. THE NUMBER OF DROPOUTS IN BOJONEGORO (PERCENT)

Rural/ City	Aged 7-12 years old (SD)		Aged 13-15 years old (SMP)		Aged 16-18 years old (SMA)	
	2014	2015	2014	2015	2014	2015
Bojonegoro	102,90	102,28	89,71	90,72	79,93	81,20

Source: BPS East Java, 2016

Based on the list above, it can be said that the number of school dropouts in the 2014-2015 period at the elementary level experienced a slight decline, from 102.90% to 102.28%. At the junior high school level, the number increased from 89.71% to 90.72% and at the senior high school level, it increased from 79.93% to 81.20%.

This low level of education has created various social problems in Bojonegoro. The decrease of economic growth only makes it worse. In 2013, Bojonegoro economic growth was ranked 5th in the East Java province. By 2014, it fell to number 9 with 6.19% growth [2] (BPS, 2015). However, although the economic growth slowed down, the poverty rate in Bojonegoro actually decreased year by year. The following is the Bojonegoro poverty index for 2008-2013.

Based on the list above, it is known that the rate of the Bojonegoro poverty index decreased from 2008 to 2013. It was 23.87% in 2008 and went down to 15.95% in 2013. Although the poverty rate has decreased, this number is still above the average East Java province's poverty rate, which is at 12.54%.

TABLE II. BOJONEGORO POVERTY INDEX

Poverty	Bojonegoro Poverty Index					
	2008	2009	2010	2011	2012	2013
Poverty Line (IDR)	149,846	192,476	211,213	230,397	246,454	263,439

Poverty Population (000 lives)	292.71	262.04	227.20	212.86	203.30	196
Poverty Population (%)	23.87	21.27	18.78	17.47	16.60	15.95

Source: Statistics Bureau Bojonegoro, 2017

Because of the slow economic growth and high poverty rate, People in Bojonegoro take education for granted, as there are more urgent problems to face. Of course, with these problems in the field of education, it is necessary for the Bojonegoro District Government to take actions to bring prosperity and happiness as much as possible to the people of Bojonegoro. The government have to create programs that are directed to a sustainable development towards the foundation of a productive, competitive, fair, and prosperous area.

Seeing this reality, the Bojonegoro Government created a new program to resolve the education problems, called "Gerakan Ayo Sekolah". Although the government has provided assistance through BOS funds for several years, this assistance is found to be not sustainable for a 9-year education program. Thus, this "Gerakan Ayo Sekolah" is a real step taken by the Bojonegoro Government to provide education funds to school-aged children, especially those around 7-18 years old. The government launched Education Special Allocation Fund (DAK) in 2015, where they gave senior high school students IDR 500,000 for the 10th and 11th grade and IDR 250,000 for the 12th grade. In 2016, the fund was raised to IDR 2 million.

This "Gerakan Ayo Sekolah" has been formalized by the Bojonegoro Regent, Drs. H. Suyoto in the sub-district of Dander, on Monday, 15 June 2015. The aim of "Gerakan Ayo Sekolah" for the Bojonegoro Regent is to show appreciation for children in Bojonegoro who want to continue studying but are hindered by economic factors. The village heads were also asked to provide assistance in the form of uniforms, shoes and school supplies to children from poor families.

II. MATERIALS AND METHODS

This study uses a qualitative research approach, which is conducted using quality methodology as a research procedure that produces descriptive data in the form of written words from people and observed behavior [3] (Moeleong, 2012: 3). As for the type of research, it uses descriptive research. The study was conducted in Bojonegoro District, East Java Province. Precisely in the Trucuk Sub-District, Baureno Sub-District, and Gondang Sub-District. The selection of the research locations was carried out deliberately (purposive sampling), with consideration of the high dropout rates in those three Sub-Districts. The implementation of this "Gerakan Ayo Sekolah" program from the Bojonegoro District Government is hoped to reduce the high dropout rates.

In conducting this research, there are several data collection techniques that the researchers use, which are observation, interviews and documentation. This study uses data analysis technique, namely qualitative analysis. Data analysis is a way to analyze and process raw data. This data

analysis is very important to do because it enables us to know its benefits, especially in solving problems in this study and achieving the final goal of the study. Miles and Hubberman in [4] (in Sugiyono, 2005: 91) suggest that qualitative data analysis is carried out interactively and continuously until completion, using these data sources:

1) Primary Data Sources

Primary data sources in this study consist of informants and subjects. Informants in this study are the Head of the Bojonegoro District Education Office, the Bojonegoro Education Office, BAPPEDA, school teachers, Kasie Kesrah of Sub-Districts, and Village Heads. While the subjects in this study are parents and students who have received funds from "Gerakan Ayo Sekolah."

2) Secondary Data Sources

Secondary data sources from this research are documents related to research, newspapers or magazines related to the program of "Gerakan Ayo Sekolah" in Bojonegoro District.

III. RESULTS AND DISCUSSION

A. The Results of the Research

1) Overview of the Gerakan Ayo Sekolah in Bojonegoro

To reduce school dropout rates, the government has issued government regulation number 67 of 2013 regarding compulsory education. Where it is stated that children are required to go to school until junior high school / equivalent level or a minimum of 9 years education. To execute this government regulation, the Bojonegoro District Government made a program called the "Gerakan Ayo Sekolah." This program was created because of the Bojonegoro government's concern over school-age children who cannot go to school, many of whom have gone to school but eventually dropped out of education in the middle of the road. Of the several factors underlying these problems, one of the main factors of school dropouts is poverty.

Gerakan Ayo Sekolah is a program to encourage the Bojonegoro community to send their children to higher education. This movement was carried out in order to improve the human resources quality of the Bojonegoro community. The program is also meant to reduce early marriages among children and the lack of interest / motivation of parents in continuing their children's schooling. Although the Central Government has provided assistance through School Operational Assistance (BOS), it has not been able to touch the 12-year compulsory education program. Gerakan Ayo Sekolah is not just a program, but also real and concrete efforts undertaken by the Bojonegoro District Government to provide assistance in the form of funds to school-age children, especially those aged 7-18 years old.

The Special Allocation Fund in education is a form of appreciation for children in Bojonegoro who still want to continue studying, even though they can't afford it. In addition, the Regent ordered the Village Heads to provide assistance in the form of uniforms, shoes and school equipment for children from poor families. The village government also has the same obligation to participate in helping these children return to school. Gerakan Ayo Sekolah is created to support the policy of a minimum compulsory

education program and also to boost parents' motivation in continuing their children's education at a higher level.

This program is done to bring dropouts students back to school, and to guarantee that those students get a minimum of 9 years of education. The second reason is to increase the quality of education, both in the form of output and outcome. The government is also trying to improve the quality of education through coaching, mentoring, and strengthening the schools that have not been accredited, through better facilities and infrastructure in realizing better education system in Bojonegoro.

2) *Overview of School Dropouts in Bojonegoro*

The Bojonegoro District education office collects data on dropout rates. This is done by finding a number children who left school in Bojonegoro. According to the Head of Education for Middle School-High School / Vocational School in Bojonegoro, based on civil and Dapodik records, the number of elementary school-aged children who are not in school reaches 10,000 children, around 11,000 children for junior high school, and 21,000 children for senior high school.

As an illustration, there are many students who do not continue at the elementary level to junior high school and junior high school to high school / vocational school in the 2012/2013 academic year. As a result of this phenomenon, the Education Agency formed Gerakan Ayo Sekolah Team. The number of students at the elementary school level who took the National Exam in 2012/2013 were 10,169 students, but only 9,743 students (95, 81%) continued to junior high school. Thus, there were still 426 students who did not continue (4.19%). Whereas for the 2013/2014 school year, the number of participants taking the exam was 10,667 students, and only 9,746 students (91.37%) went on to junior high school. There were still 921 students who did not continue (8.63%).

Furthermore, the number of students at junior high school level who took the 2012/2013 exam was 6,951 students, but those who went on to senior high school level were only 6,427 students (92.46%).

It means that there were still 524 students who did not continue (7.54%). Whereas for the 2013/2014 academic year, 7,020 students took the exam, 5,613 students continued (79.96%) and 1,407 did not continue (20.04%). Based on the data above, it can be stated that the dropout rate in Bojonegoro Regency is quite high.

B. *Analysis*

1) *Implementation of the Gerakan Ayo Sekolah program in Bojonegoro*

Gerakan Ayo Sekolah program is based on the Bojonegoro District Head regulation number 8 of 2016 concerning guidelines for managing special allocation funds in education. In the regulation, the mechanism for providing assistance to students is as follows:

a) The Village Government and / or LKM submit proposals in writing to the Regent through the Sub-District Head for DAK recipients in the field of education which include

students in SMA / SMK / MA / Private senior high schools;

- b) The proposal to the Regent is forwarded to the government and / or the Department of Education for initial verification of the proposal
- c) The Section Head of the Government and / or The Head of Education Department verify the proposal based on:
 1. Linkage of proposed activities with the DAK program in education;
 2. Complete administrative requirements, and
 3. The amount of assistance proposed
- d) The Section Head of the Government and / or the Head of the Education Department submits the results of verification to the Regent;
- e) The results of the verification of the Section Head of the Government and / or the Head of the Education Department are the basis for the Regent's consideration in making decisions;
- f) In the event that the Regent decides to approve the results of verification, then the agreement becomes the basis for the inclusion of DAK expenditure budget ceiling in the education sector in the KUA and PPAS draft;
- g) The KUA and PPAS draft on DAK in the Field of Education to the Village Government is carried out through a financial assistance mechanism to the Village Government, while the DAK in the Field of Education for MFIs is carried out through a grant mechanism for MFIs; and
- h) Budgeting for financial assistance and / or grants is done through RKA-PPKD

Based on the mechanism of aid provision above, it can be stated that the provision of assistance for the school movement starts from the village / kelurahan or LKM. They calculate the number of students who are unable to continue school / drop out of school to then submit the results of data collection in the form of proposals / proposals to the Regent through the Sub-District Head, then passed on to the Education Department to verify the completeness of the administration and the amount of assistance proposed. Then, the verification results are submitted to the Regent which is used as a basis for the inclusion of the Special Allocation Fund budget ceiling. Thus it can be stated that Gerakan Ayo Sekolah is indeed a program made specifically for Bojonegoro residents involving all government apparatus, starting from the Village Head, Sub-District Head, related departments, all the way to the District Government of Bojonegoro.

After knowing the mechanism for the distribution of the Special Allocation Fund for education, the next step is the implementation phase. In practice there are several conditions that must be met to get DAK including:

- a) Requirements for receiving DAK in education are:
 1. Residents of Bojonegoro District
 2. Senior High school / Vocational High School / MA students; and

3. The maximum age is 21 (twenty one) years on 30 June the said year

b) The mentioned requirements are stated by the Village Head with the conscience of the Sub-District Head.

After the requirements are approved, the DAK in the Education Sector is channeled through the Village Government and / or LKM based on the DPA-PPKD. The amount of DAK in education is divided into several classes:

1. The DAK Amount in the Field of Education is IDR 2,000,000.00 (two million rupiah) for each grade X and grade XI student; and
2. IDR 1,000,000 (one million rupiah) for each grade XII student
 - a. Disbursement of DAK in the field of education is done by direct payment mechanism (LS)
 - b. Disbursement of DAK in the field of education for the Village Government is done through the Village Cash account, while for the Kelurahan is done through the MFI account

The amount of the special education allocation fund for Gerakan Ayo Sekolah program according to government officials in 2016 was IDR 2,000,000 per child. In 2017, the fund given is adjusted to the work and economy of the parents. If the parents work as group III of civil servants, they will only get IDR 500,000. Whereas if the parents are in the poor category, they will get IDR 2,000,000.

The technique for disbursing funds to students is carried out by the Education Department in the following order:

- a. The administration section verifies the administration then submits a letter / memorandum of request to issue SPP and SPM to PPKD enclosing:
 1. Disbursement proposal that is accompanied by a plan to use funds
 2. Photocopy of bank account number
 3. Integrity Pact
 4. Receipt
 5. A draft of the regional grant agreement; and
 6. A statement of capability from the Village stating the funds intended will be distributed to senior high school / vocational / state / private high school students who receive assistance in the village
- b. The education office conducts administrative verification then submits a letter / memorandum of request for the issuance of SPP and SPM to PPKD, enclosing:
 1. Disbursement proposal that is accompanied by a plan to use funds
 2. Photocopy of bank account number
 3. Integrity Pact
 4. Receipt
 5. A draft of the regional grant agreement
 6. A statement letter stating that they have fulfilled the requirements; and
 7. A statement of ability from LKM in the village stating that the funds will be distributed to senior

high school / vocational / private high school students who receive assistance in the village.

The next step is the disbursement of the Special Allocation Fund to students who receive the assistance. The flow of special allocation fund disbursement is as follows:

- a. Disbursement of education DAK from the regional general cash account (RKUD) is transferred to the village cash account and the MFI account in the kelurahan
- b. Village Government and LKM channel these funds to students / students no later than 7 (seven) working days after receiving the disbursement of funds from the RKUD
- c. DAK recipient students in education open a savings account at PD. BPR is coordinated by the Village Government and LKM in the village
- d. DAK in the field of education is used by each student recipient for academic needs with the following disbursement provisions:
 1. For students in grade X and XI receive assistance as many as IDR 2,000,000.00 (two million rupiah) which is divided into 2 (two), namely:
 - a. IDR 1,000,000.00 (one million rupiah) received by the recipient students to be paid to each student's school for academic purposes; and
 - b. IDR 1,000,000 (one million rupiah) saved in student savings that can be used for further academic purposes
 2. Grade XII students receive assistance of IDR 1,000,000.00 (one million rupiah), which is directly paid to each school for academic purposes
 3. PD. BPR provides recapitulation of the evidence of deposit from students to the village government or LKM
 4. Each school provides proof of payment of academic needs from students receiving education DAK assistance.
 5. PD. BPR must provide deposit and withdrawal savings services for grade X and grade XI students in accordance with applicable operational procedures

Based on the description above, the technique for disbursing funds to students is carried out by the Education Department. First of all, the administrative verification is carried out by the Education Department. Then, a letter / memorandum of request for the issuance of SPP and SPM is issued to PPKD. The next stage is the disbursement of funds by transferring the fund to the village cash account and the MFI account that is discharged from the regional general cash account (RKUD), then the Village Government and LKM channel the funds to students no later than 7 (seven) working days after receiving the disbursement of funds from the RKUD. After that, the DAK recipient students open education in a savings account at the PD. BPR which is coordinated by the Village Government and LKM in the village, then PD. BPR provides recapitulation of the evidence of deposits from students to the village government or LKM, each school

provides proof of payment of academic needs from students / recipients of DAK assistance in education and PD. BPR must provide deposit and withdrawal savings services for grade X and grade XI students in accordance with applicable operational procedures.

2) *The Impact of Gerakan Ayo Sekolah Program in Improving the Quality of Children's Education.*

Gerakan Ayo Sekolah is a program to encourage the community to send their children to higher education. This movement was carried out in order to improve the human resources quality of the Bojonegoro people. The program is also aimed to reduce early marriages among students and the lack of interest / motivation of parents in continuing their children's schooling.

This is done so that children in poor families are able to go to school, and children who are currently studying do not drop out of school. Moreover, the program is also created to increase the quality of education, both in the form of output and outcome. The government is also trying to improve the quality of education through coaching, mentoring, and strengthening the schools that have not been accredited, through better facilities and infrastructure in realizing better education system in Bojonegoro.

Mr. Jaswadi, S.P.d, a Head of Sub-Division of Administration of the Bojonegoro Education Department stated that the impact of Gerakan Ayo Sekolah is to improve quality and reduce dropout rate. Based on the results of the research in general, it can be stated that Gerakan Ayo Sekolah in Bojonegoro has been implemented in accordance with Bojonegoro District Government regulation number 8 of 2016. This is evidenced by the procedures that were passed, starting from making the proposals / submissions, then verified and approved by the District Government of Bojonegoro. Nevertheless, there are still implementations that are not in accordance with these regulations, but only small technical issues. There are two kinds of assistance in giving funds for Gerakan Ayo Sekolah, the first is coordinated by the school by taking all the funds in the bank in accordance with the number of recipients and then submitting them to students. The second assistance funds are taken directly by the parents of students in their respective villages. In addition, there's a slight decrease in the amount of funds. Students that should have been given IDR 2,000,000 can only take IDR 1,950,000, and even IDR 1,925,000 in some cases.

The results of the study also showed that Gerakan Ayo Sekolah program in general can help students who are still active in school (not dropping out of school), so they have high expectations to continue studying until high school graduation. In other words, the dropout rate will decrease for the next few years. For the parents, the assistance is very helpful especially in paying tuition fees. Besides these positive effects, there are some negative impacts too. Because of the economic struggle, parents usually use the education funds for other purposes. As a result, they can't pay the school fee and have to get caught in debt.

An overview of the effects of Gerakan Ayo Sekolah can be seen in Table III as follows:

TABLE III. THE EFFECTS OF GERAKAN AYO SEKOLAH

No.	Sub-Districts	Before Gerakan Ayo Sekolah	After Gerakan Ayo Sekolah	Explanation
1	Gondang	135 students	133 students	1 student carries on to senior high school. The other one pursues "Paket C"
2	Trucuk	177 students	177 students	Same
3	Baureno	154 students	154 students	Same

Source: Interview, 2017

The impact of Gerakan Ayo Sekolah in Bojonegoro on the dropout rate at this time is yet to be seen. This is because Gerakan Ayo Sekolah has only been running for one year, so there is no official data collection yet by the Bojonegoro District Education Department. This is reinforced by the statement of village and sub-district officials who know the reality that Gerakan Ayo Sekolah is still unable to reduce the number of school dropouts. This happened to Kec. Gondang, where out of 135 children who dropped out of school, only 1 child could continue his/her education to a high school level. While one other student decided to pursue the "C package." So, there are only 2 children that were positively affected by Gerakan Ayo Sekolah out of 135 children who dropped out of school in Gondang Sub-District. That's not even 2% success rate.

In Trucuk Sub-District, before there was Gerakan Ayo Sekolah, there were 177 children who dropped out of school. After Gerakan Ayo Sekolah was introduced, the number of children who dropped out of school still remained at 177 children. In Baureno Sub-District, before Gerakan Ayo Sekolah existed, there were 154 children who dropped out of school. After the program is implemented, the dropout number remained at 154 students.

IV. CONCLUSION

Based on the results of this research, a conclusion can be drawn as follows:

1. Gerakan Ayo Sekolah Program in Bojonegoro has been carried out in accordance with Bojonegoro District Government regulation number 8 of 2016 regarding guidelines for managing special allocation funds in education both from the mechanism process, the conditions for disbursing funds, and fund receipt techniques.
2. Gerakan Ayo Sekolah Program so far has yet to have a positive impact on reducing the number of dropouts. This is because this program has only been running for 1 year, so it has not yet had a significant impact on the decline in the number of school dropouts.
3. The Bojonegoro District Government should provide special allocation funds not only at the senior high school level, but also at the elementary and junior high levels, so that it is instilled early on that concerns about the importance of education and schools. In addition to direct funds, the Bojonegoro District Government can provide support in the form of school facilities for elementary and

junior high schools. The Bojonegoro District Government should not only prioritize formal education. Informal education is also important. This can be done by teaching skills that are needed for work because it is seen by the Bojonegoro people that working is more important than going to school.

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