

**IMPLEMENTATION ANALYSIS OF THE OUT-OF-SCHOOL CHILDREN
HANDLING PROGRAM IN KEMBANGAN VILLAGE, BUKATEJA SUB DISTRICT,
PURBALINGGA DISTRICT, CENTRAL JAVA PROVINCE**

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ABSTRACT

The Village SDGs program is a national program adopted from the global SDGs to build a progressive and sustainable Indonesia starting from the village. To achieve the success of the 18 Village MDGs, Indonesia has developed 8 programs in strategic areas, namely poverty and hunger management, economy, health, environment, education, gender, networking, and cultural development. In the education sector, UNICEF has carried out a supporting program through the non-school children handling program (ATS) through assistance in handling piloting villages, one of which is in Kembangan Village, Bukateja District, Purbalingga Regency, Central Java. The handling of this program has a clear scheme because it goes through structured stages starting from Socialization, Training, Data Collection, Return, and Assistance. It is hoped that the success of the ATS management program will have a multiplayer effect in improving the quality of human resources, to increase the Human Development Index in the Village. This research is policy research with an evaluation research approach. The analysis uses descriptive analysis by photographing policy potentials and problems, policy agendas, policymakers, policy formulations, as well as policy outputs and impacts. The results of this study indicate that the policy for handling ATS in a structured, programmed, and coordinated manner is a pattern of policy implementation that needs to be continuously improved to obtain optimum results.

Keywords: ATS, Unicef, SDGs, HDI.

1. Introduction

The UN concept of global development has been designed from 2000 to 2030 through two stages of the program, namely the MDG's (Millennium Development Goals) program and continued with the SDG's (Sustainable Development Goals) program. The MDGs program is an agreement of 189 countries to eradicate poverty and hunger, education for all, promote gender equality, empower women, reduce child mortality, improve maternal health, combat HIV/AIDS, malaria, maintain environmental sustainability, and develop global partnerships, in the period 2000 to 2015. The SDG's program (2015-2030) is an advanced global agreement program based on the achievements of the MDG's program. In Indonesia, the global SDG's program has been modified and developed into the Village SDG's program, by adjusting the 17 global SDG's goals into 18 Village SDG's goals.

The substance of the Global SDG's and Village SDG's, in general, is relatively the same, only the scope is narrowed from a global scale to a village scale. In the global SDG's there are 17 goals,

while in the Village SDG's there are 18 goals. The implementation of the Village SDG's program is currently being carried out massively by the Ministry of Villages, Development of Disadvantaged Regions and Transmigration (Kemendes PDTT) through various policies. This is in line with the implementation of Law No. 6/2014 on Villages. To technically implement this Law, Government Regulation No. 43 of 2014, which was amended by Government Regulation No. 11 of 2019 on the implementation of Law No. 6 of 2014, and Minister of Village PDTT Regulation No. 21 of 2020 have been prepared.

The MDGs are generally more aimed at developing countries, but the SDGs have more universal goals. This is reflected in the MDGs goal in the field of education, namely basic education for all, which then in the SDGs was developed into quality, inclusive and equitable education and promotes lifelong learning opportunities for all people. (Ratih Sulistyastuti, 2007).. In the field of education, the MDGs target in 2015 is to ensure that all boys and girls can complete primary education with 100% net enrollment rate (APM) in primary school, 100% proportion of grade 1 students who successfully complete primary school, 100% literacy rate of the population aged 15-24 years, and the ratio of female to male APM and female to male literacy ratio at all levels of education 100%, and an increase in the contribution of women in non-farm wage employment and an increase in the proportion of seats occupied by women in the DPR.

In the SDGs, the quality of education is driven through improving the quality of teaching and learning, including literacy and numeracy. The 2021 achievement data shows that learning achievements in girls tend to be higher than boys, this also shows that gender equality programs have been effective. Likewise, affirmation of access to accelerate compulsory education and efforts to deal with out-of-school children starting from data collection strategies, outreach, and synchronization Efforts across sectors continue to be promoted. (Ministry of National Development Planning/Bappenas, 2021). Although it must be recognized, until 2015 Indonesia has not fully achieved the MDGs due to several obstacles, especially the lack of cooperation with local governments and the private sector and the community, acceleration efforts continue to be made. (Lisbet, 2013). Therefore, more intense cooperation between the government and local governments is needed, starting from planning, policy making, implementation, monitoring, reporting, to evaluation.

UNICEF has clearly encouraged and helped the achievement of MDGs and even SDGs in Indonesia, through addressing the issue of out-of-school children. This is done in the form of providing data and using the data itself, advocating and analyzing programs and policies, and strengthening systems for more equitable access to education. (Priyanka & Heryadi, 2020). Also through the Country Program Action Plan (CPAP) program, which is cooperation through information exchange and implementation grant agreements to avoid economic exploitation of children. (Safira et al., 2023).. Even more than that, Indonesia's cooperation with Unicef covers all crimes of child exploitation, both physical, social and sexual. (Khairunnisa & Ardiyanti, 2021)..

Unicef in collaboration with LPPM ITB Semarang has also advocated for the handling of children aged 7-18 years who are not in school in Central Java, especially in 7 districts, namely Brebes, Jepara, Pemalang, Purbalingga, Rembang, Banyumas and Magelang. Purbalingga as one of the Piloting Districts has developed an action plan for handling out-of-school children through the Mageh Pada Sekolah (GMPS) Movement, in the form of Purbalingga Regent Regulation Number 109 of 2021 concerning RAD Handling ATS in 2022-2026, and Purbalingga Regent Decree Number 500/355 of 2021 concerning the Establishment of the Purbalingga District MPS Team.

Data on the number of ATS in each sub-district according to the Integrated Social Welfare Data (DTKS) in 2020 is 18,670 with the following details:

Table 1.
Data on The Number of ATS in each sub-district Purbalingga in 2020

No	Sub District	Total
1	Bobotsari	885
2	Bojongsari	1,194
3	Bukateja	1,724
4	Kaligondang	1,009
5	Kalimanah	604
6	Karanganyar	951
7	Karangjambu	815
8	Karangmoncol	1,190
9	Karangreja	953
10	Kejobong	1,005
11	Kemangkong	1,272
12	Kertanegara	750
13	Kutasari	1,755
14	Mrebet	1,273
15	Padamara	717
16	Pengadengan	807
17	Purbalingga	465
18	Rembang	1,301
Total		18,670

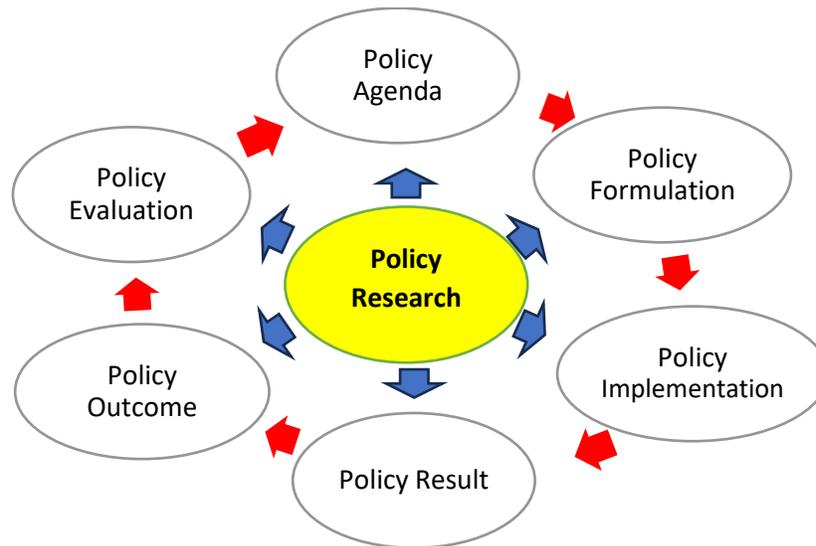
Source: Bappelitbangda Purbalingga, 2021

In the initial stage, Purbalingga Regency, together with the assistance team from Unicef, has determined 4 (four) piloting villages in four sub-districts, namely Panusupan Village, Rembang Sub-district, Kertanegara Village, Jatisaba Village, Purbalingga Sub-district, and Kembangan Village, Bukateja Sub-district. Of the four piloting villages, Kembangan was the first village to finalize the Village Head Regulation on the Establishment of the Implementation Team for the Mageh Padha Sekolah Movement in Kembangan Village, with Village Head Regulation No. 7 of 2022. Therefore, this study was conducted to find out how the management model for handling out-of-school children is carried out in Kembangan Village, especially in terms of regional and village policies.

Policies, referring to Terry (1977), Coulter & Robbins (1999), Friedrich (2007), are statements by individuals, groups, or governments, whether in written or oral form, that are general guidelines for solving problems and achieving a goal. (Sugiyono, 2019) In terms of positioning, policies have a higher degree than decisions, because decisions are within the boundaries of the policy area. It is the policy that limits the decision. The types of policies according to LAN (2014) include substantive, distributive, material, symbolic policies, and policies covering public goods. Meanwhile, from the aspect of function, there are responsive, futuristic, and anticipatory policies. (Sugiyono, 2019).

According to Nutley & Web (2000), policy research is useful for providing information and understanding so that it can be utilized in the policy process, both in policy making, policy formulation, policy implementation, and policy evaluation. The role of policy research in the policy process can be shown as follows:

Figure 1.
Usefulness of Research in The Policy Process



Source: Sugiyono (2019)

2. Research Methodology

This research is a type of policy research. In a sense, policy research methods are scientific ways to obtain data, which aim to be taken into consideration in policy making, so that it can be carried out effectively and efficiently. In addition to fulfilling methodological rules, policy research starts from problems and ends with the formulation of recommendations, namely actions to solve problems. Empirical data in the form of events is used as a link to understand the cause and effect of a problem. Events are facts, data, and real experiences. Policy research is not to test data, but rather a way of obtaining relevant information to be used to make policies. (Sugiyono, 2019).

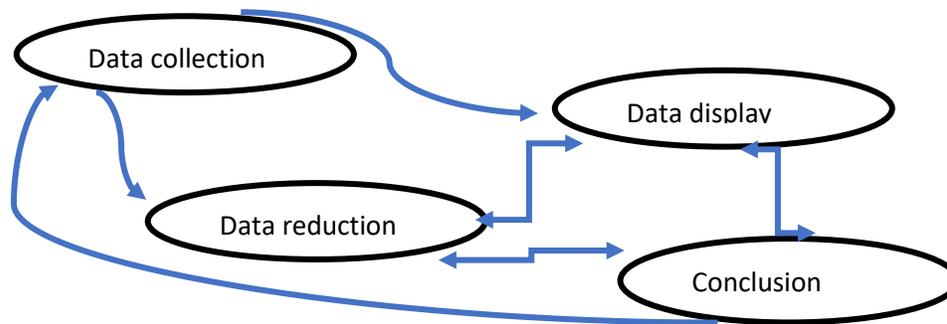
This research uses qualitative methods, by exploring and finding problems and potential policies qualitatively, selecting policy alternatives, evaluating policy implementation, and evaluating output/outcome. By exploring problems (deviations between expectations and facts) and potential to increase added value. Potential and problems can be explored through secondary data, in-depth interviews, and observations in the field. The use of qualitative research methods is also based on understanding the meaning behind the data that appears, understanding the process, and checking the truth of the data.

This research is a phenomenological research or case study on the handling of out-of-school children in Kembangan Village, Bukateja Sub-district, Purbalingga Regency. The informants in this study were the village head, village officials, the MPS implementation team in Kembangan Village, and the Unicef team. The research instrument was the researcher himself, as stated by

Nasution (1988). Data collection was conducted through documents, interviews, observation and triangulation.

Data analysis techniques according to Bogdan, are carried out by systematically compiling data obtained from interviews, field notes, and other materials, then organizing, describing, selecting, and making conclusions. This is the same as the concept of Miles & Huberman (1984), namely by doing an interactive model, through data collection, data display, data reduction, and conclusions that are carried out in a cycle. Data collection is obtained from various sources, reduction is done to select important data and discard those that are less relevant. Display to see the distribution of data, while conclusions are making conclusions, providing interpretation, and verification, the Miles & Huberman interactive analysis model can be described as follows:

Figure 2.
Miles and Huberman Data Analysis (Interactive Model)



Source: Miles and Huberman

Research Problem

The problem in this study is how the implementation of policies taken by the Purbalingga Regency Government and Kembangan Village in handling ATS (Out-of-School Children) so that they can be recorded, returned to formal or non-formal education, and they can still follow and complete their education at least until they graduate from high school.

3. Results

3.1 Planning

The planning of the ATS program in Kembangan Village was conducted through guidance from the District MPS Team and UNICEF, through training conducted for the Village Head and the Village Data Collection Team. The training was conducted at the Regional Planning, Research and Development Agency (Bappelitbangda) with instructors from Unicef. The training was conducted over six days, with materials on planning, data collection, return, and ATS assistance. Planning included the preparation of a Village Action Plan over a five-year period, in the form of a Village Head regulation on RADES. In addition, the Village Head Decree on the formation of the Village MPS Team, which is tasked with implementing the handling of ATS in the village.

Based on the results of the training, the Village followed up by conducting meetings in order to compile the RADES document with all officials and community leaders in the field of education.

With the assistance of the District MPS Team, the Village succeeded in drafting a Village Action Plan in the form of a Village Head Regulation, namely Village Regulation Number 7 of 2021. This activity was attended by several parties including Village Officials, BPD, Village PKK, Community Leaders, and other elements, such as Karang Taruna, Babnisa, Babinkamtibmas and Babinpotdirga and the Village Mageh Padha Sekolah (MPS) Movement Team.

3.2 Organizing

The organization of activities is carried out by the Team in accordance with the Decree of the Village Head on the Formation of the Implementation Team of the Mageh Padha Sekolah Movement in Kembangan Village, Bukateja Subdistrict with the following main tasks:

- a. Carry out community-based education data collection,
- b. Develop a profile of education in the village,
- c. Develop an education implementation program for all children in the village,
- d. Coordinating various programs and activities related to efforts to complete education for all children in the village.
- e. Monitoring the progress of children who have been returned to school through the return to school program,
- f. Carry out advocacy in planning and budgeting for education for all children in the village in the APBDesa,
- g. Facilitate the establishment of a compulsory education village or similar with the aim of completing the education program for all children in the village.
- h. Documenting the education for all children implementation program in the village,
- i. Monitoring and evaluating the implementation of education for all children in the village,
- j. Reporting the results of the implementation of education for all children in the village to the village head.

The composition of the team includes the Village BPD as Advisor, Village Head as Responsible Person, Education Leader as Chairperson, PKBM Chairperson as Vice Chairperson, Village Government Section Head as Secretary, Youth Leader as Data Verification Coordinator, Education Leader as Raising and Returning ATS to School Coordinator, Village PKK and KPMD as ATS facilitators.

3.3 Data Collection

The data collection was carried out by the data collection team appointed by the Village Head for each Kadus. From 5 Kadus, a total of 1,174 households could be recorded. With a total of 12 ATS children with the following details:

Table 2
ATS Data Collection Team

No.	Name of Data Collector	Locus/Place	AMOUNT	
			Recorded households	ATS recorded
1	Apsari Al Inayah	Hamlet 1	214	1
2	Triyani	Hamlet 2	244	1
3	Amroh Sepnawati	Hamlet 3	260	1
4	Umi Shofiah	Hamlet 4	253	5

5	Wilis Astiana	Hamlet 5	203	4
AMOUNT			1.174	12

Table 3:
ATS Data Collection Results

No.	ATS DATA					PARENT DATA			
	ATS Name	Place	Retrieved	M /F	RT/R W	Name	Jobs	Discontinued	Reason
1	Mustika Sri Rahayu Ningsih	Purbalingga	June 15, 2003	F	4/7	Khanifudin	Farm Laborer	Mts 2020, stop	less able to follow the lesson
2	Tofik Maulana Romadhon	Purbalingga	October 24, 2006	M	1/7	Sakiman	Farm Laborer	Dropout 2021 Kls 8	lack of motivation to attend
3	Indra Setiyawan	Purbalingga	June 20, 2005	M	1/9	Tukiman	Farm Laborer	Dropped out 2020 class 7	cost
4	Rizki Rahmawan	Kendal	August 16, 2003	M	4/7	Supandi	Driver	Discontinued 2018, class 8	motivation and cost
5	Rizkia Rahmawati	Kendal	August 16, 2003	F	4/7	Supandi	Driver	MTs, 2016, stop	cost
6	Mohamad Said Abduloh	Purbalingga	09-Sep-2005	M	3/10	Suwandi	Farm Laborer	Mts, 2021 ceases to exist	cost
7	Iqbal Nasrulloh	Purbalingga	June 07, 2006	M	4/7	Kusnanto	Farm Laborer	SD, 2021	less able to follow the lesson
8	Fahmi Ahmad Sanusi	Purbalingga	July 31, 2005	M	2/10	Sarijo	Farm Laborer	Mts, 2021, stop	cost
9	Maulana Hidayat	Purbalingga	March 03, 2003	M	1/9	Suyatno	Farm Laborer	SMP, 2019, stop	cost
10	Eko Setiaji	Purbalingga	March 27, 2003	M	1/1	Kardo	Farm Laborer	2020 class 10	lack of motivation to

No.	ATS DATA					PARENT DATA			
	ATS Name	Place	Retrieved	M /F	RT/R W	Name	Jobs	Discontinued	Reason
11	Istiani Saputri	Purbalingga	March 20, 2005	F	¾	Achmad Sakhidin	Farm Laborer	Junior high school,	social
12	Moch. Naufal Ngazizi	Purbalingga	August 21, 2003	M	6/5	Nurochman	Merchant	2018 cls 8	lack of motivation to attend

Of the 12 ATS found, 9 (75%) were male, and 3 (25%) were female. The cause of ATS, 5 people (41.66%) because they dropped out of school, and 7 people (58.33%) because they graduated but did not continue. The reasons for not going to school, 5 people (41.66%) because of cost, 4 people (33.3%) because they were lazy, 2 people (16.66%) because they felt they could not follow the lessons, and 1 person (8.33%) because of socialization. When viewed from the family's economic background, it turns out that 9 people (75%) of their parents work as farm laborers, 2 people (16.66%) work as drivers and 1 person (8.33%) works as a trader.

3.4 Return and Assistance

The return was done by enrolling the ATS in a PKBM that happened to be located in Kembangan Village and the head of the PKBM was also the deputy head of the Village MPS Team. All 12 ATS children could be returned by the Village MPS Team. The returned ATS data is as follows:

Table 4:
ATS Data Collection Results

No.	ATS Identity	Conditions ATS	Return and Assistance
1	Mustika Sri Rahayu	Age: 18 years old Graduated MTs in 2020	Enter PKBM Paket C grade 10 Accompanied for 3 Years
2	Tofik Maulana Romadhon	Age: 15 years old Dropping Out of School. Grade 8 Junior High School	Enter PKBM Paket B grade 8 Assisted for 5 Years
3	Indra Setiyawan	Age: 16 years old Dropping Out of School. Grade 7 Junior High School	Enter PKBM Paket B grade 7 Accompanied for 6 years
4	Rizki Rahmawan	Age: 18 years old Dropping Out of School. Grade 8 Junior High School	Enter PKBM Paket B grade 9 Accompanied for 4 Years
5	Rizkia Rahmawati	Age: 18 years old Graduated from MTS in 2016	Enter PKBM Paket C grade 10 Accompanied for 3 Years
6	Mohamad Said Abdulloh	Age: 16 years old Graduated MTs in 2021	Enter PKBM Paket C grade 10 Accompanied for 3 Years
7	Ikkal Nasrulloh	Age: 15 years old	Enter PKBM Paket B grade 7

No.	ATS Identity	Conditions ATS	Return and Assistance
		Graduated elementary school in 2021	Mentored for 6 Years
8	Fahmi Ahmad Sanusi	Age: 16 years old	Enter PKBM Paket C grade 10
9	Maulana Hidayat	Graduated MTs in 2021 Age: 18 years old	Accompanied for 3 Years Enter PKBM Paket C grade 10
10	Eko Setiaji	Graduated from junior high school in 2019 Age: 18 years old	Accompanied for 3 Years Enter PKBM Paket C grade 11
11	Istiani Saputri	Grade 10 dropout Age: 16 years old	Accompanied for 2 Years Enter PKBM Paket C grade 10
12	Moch Naufal Ngazizi	Grade 10 dropout Age: 18 years old	Accompanied for 3 Years Enter PKBM Paket B grade 9
		Grade 8 dropout	Accompanied for 4 Years.

5. Discussion

The drafting of the RADEs for handling out-of-school children in 2022-2026 Kembangan Village was carried out by involving Village Officials, BPD, Village PKK, Community Leaders, and other elements, such as Karang Taruna, Babinsa, Babinkamtibmas and Babinpotdirga and the Village Mageh Padha Sekolah (MPS) Movement Team. Recognition of the Village Head Lasmono and Government Section Hendriyanto stated that several obstacles were faced in the preparation of the RADEs, mainly due to the unavailability of budget sources available in the APBDs. Thus, the implementation of this program is solely due to the commitment of the Village Head, community leaders and all education stakeholders in Kembangan Village. Not only for the purposes of meetings, but also for the team to travel around to find ATS in each dusun. This was confirmed by the Head of the Implementation Team Drs Sobarudin and the data collection team Apsari Al Inayah.

The whole team, including the data collection team, really worked only with sincerity without the support of a budget. In many institutions this would be a huge obstacle. Here the role of the Village Head becomes very central, because he is able to mobilize members without a budget. This means that the spirit of gotong royong is still growing and developing in Kembangan Village. To finalize the preparation of the RADEs, the Village Team was assisted by the PIC (Person In Charge), a person assigned by Unicef to be a connecting person, who is tasked with being a resource person and liaison with relevant parties at the District level. Kembangan Village's RADEs was completed the fastest of all villages in Central Java, which is quite an achievement.

According to members of the data collection team Apsari Al Inayah and Triyani, the data collection carried out by the data collection team encountered many obstacles. In addition to budget constraints, there were also technical obstacles, including

- a. Time to meet respondents was limited because some respondents worked in the morning and afternoon.
- b. Data collection time coincides with the rainy season

- c. Some respondents still consider having children who are not in school a disgrace, so there are still those who seem to cover up the actual information.

The results of the data collection were entered into the SIPBM (Community-Based Development Information System) application, which is a modified MoV application. The input was done not only for ATS but for all households in each hamlet. The data collection, input and verification process, according to team verifier M. Syafingi, took 45 days. For data input and verification, the team was assisted by team personnel from Unicef Miftahul Huda and Purbalingga District MPS Team Hadi Santosa. The obstacles in collecting ATS data are relatively not easy, because there are many kinds of ATS such as ATS of child labor, ATS of disabilities, ATS in conflict with the law, ATS of street children, ATS due to child marriage, and others.

Some research on the root causes of children dropping out of school so that they become ATS can be due to many factors including economic factors and social factors. This can be shown by several researchers (Hakim, 2020; Jamali Syahrodi, 2020; Ranti et al., 2019). The number of out-of-school children in Indonesia according to Unicef records has even reached 4.1 million children, and this must continue to be suppressed and become a priority in the context of inclusive and equitable sustainable development in 2030.

The background of the problems causing ATS is very diverse, such as economic, chronic illness, child labor, children with special needs, street children, children in teenage marriages, or child labor. The recovery strategy must be adjusted to the causative factor. ATS due to economic factors, of course, a solution must be found in the form of foster parents. Those who are chronically ill must have their health aspects addressed before education. ATS child laborers must be sought to be able to work while studying, and so on.

Efforts to find donors for children who experience economic obstacles can be carried out by finding foster parents from community leaders in the village. These figures can be civil servants, entrepreneurs, village officials and others. One of the methods that can be used is the cluster method, which brings together donors and recipients of assistance according to residential clusters, professional clusters, and so on.

Assistance aims to maintain ATS who have been returned to school so that they do not become ATS again. Efforts made. ATS who drop out of school or do not continue can be returned to formal or non-formal school. In general, very few ATS are returned to formal school. Therefore, the Community Learning Activity Center (PKBM) is the main alternative for returning ATS. Given that currently non-formal learner managers have been accommodated to receive operational costs, the financing factor in schools can be relatively overcome. However, the personal cost factor is a problem, so the role of foster parents in mentoring efforts so that new ATS do not appear is very important. (Budi Lestari et al., 2020; Sarfa, 2016)..

When viewed from policy products, the ATS handling program in Kembangan Village can be observed from problem issues, policy alternatives, policy implementation, policy results, policy outcomes, and policy evaluation. Seen from the problem issue, the causal factor of the majority (76%) of families stated that the main cause of their children dropping out of school was due to economic reasons. Most (67.0%) of them could not afford school fees, while the rest (8.7%) had to earn a living. Other reasons include laziness, parents' educational background, and disharmony

between parents. (Basmatulhana, 2022).

The data on ATS problems in Kembangan Village shows that 75% are caused by family economic factors (farm laborers), even 91.6% if the driver profession is included. From the aspect of students, most (41.66%), are also due to the economy / no money, and only 8.33% due to relationships. This means that the policies that need to be taken by districts and villages in making policy formulas are primarily based on economic considerations. Policies with economic considerations in handling ATS are focused on children and parents. Assistance to parents can be in the form of ensuring that they are included in the list of social assistance beneficiaries, while for children by providing scholarships, school equipment assistance, or other individual needs assistance. Assistance for ATS students who are successfully returned can take advantage of activity programs carried out by ministries/institutions, BUMN/BUMD, community leaders, as well as through foster parents,

6. Conclusion

Based on the results of this research, the ATS handling program as implemented in Kembangan Village, Bukateja Sub-district, has a very good contribution to improving the quality of human resources in the village. Improving human resources will have an impact on increasing the human development index. It is feasible if policy makers can utilize this program into a broader, more focused and sustainable program. For this reason, the following can be recommended:

The Purbalingga District Government should use this model or pattern of handling ATS in Kembangan Village as a good example (suksestori) as part of a policy to increase the District's HDI. If this kind of ATS handling policy can be replicated for all villages in Purbalingga, then the issue of reducing ATS can run quickly and successfully. The ATS handling program must be implemented in an integrative manner in handling poverty in the region, because factually the biggest cause of ATS is economic problems. The policy pattern can be done by optimizing the combination of regional financial capacity (APBD) with village finance (APBDes). In addition, the Regional Government can optimize the role of BUMD and community leaders, as well as community organizations to participate in supporting this program intensely, programmatically and sustainably.

The Village Government can optimize the role of Village Apparatus, PKK, Village community organizations, and Village community leaders, to synergistically make this ATS handling program a "Movement" of mutual cooperation, so that not all activities are always supported by Village finances (APBDes). With the example of 12 ATS that can be returned to education in Kembangan Village, the Village Head and the MPS Village Implementation Team can invite Village community leaders to become foster parents for each ATS, so that this program will be sustainable.

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