

The effectiveness of the Krisna program in handling out-of-school children at the Surabaya City Education Office

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ABSTRACT

This study analyzes the effectiveness of the KRISNA Program in addressing out-of-school children (ATS) at the Surabaya City Education Office. Using a descriptive qualitative case study approach, data were obtained through interviews, observations, and documentation, then analyzed using the Miles and Huberman model. The research evaluates four effectiveness components: resources, service quality, time limits, and procedures. Findings show that the program runs effectively, supported by adequate human resources, funding, and facilities, although challenges remain in student attendance and administrative completeness. Service procedures are implemented according to SOP, enabling smooth coordination between agencies. The study highlights the importance of optimized resource management and strengthened monitoring to improve educational intervention outcomes.

INTRODUCTION

Education is a fundamental right of every citizen as stipulated in Article 31 paragraph (1) of the 1945 Constitution, which states that every citizen has the right to education. Law No. 20 of 2003 also states that all citizens have the right to obtain proper and quality education regardless of their legal status. The education sector is responsible for educating the nation (Halik, 2025) so that the community has spiritual strength, self-control, noble character, intelligence, and useful skills. In the era of globalization, education has become an important aspect, often associated with social status because a higher level of education usually brings rewards and better positions. In addition, education broadens horizons and provides information about various new phenomena that are rarely encountered in the surrounding environment. (Sanjaya, 2018)

The Indonesian government has made various efforts to improve the quality of education through the implementation of a number of strategic policies. One of these is the implementation of compulsory education as stipulated in Government Regulation No. 47 of 2008 concerning nine years of compulsory education, as a form of implementation of Law No. 20 of 2003 concerning the National Education System. In 2013, the government expanded the scope of the program by launching a twelve-year compulsory education program, known as Universal Secondary Education. This program aims to maintain the success of the previous policy while preparing Indonesia's golden generation for 2045. Local governments have a responsibility to ensure that all children receive quality education services, without discrimination, and in accordance with the principles of social justice (Maulia et al., 2023)

Despite various efforts to improve the quality of education in Indonesia, there are still many problems that must be addressed, such as promiscuity, juvenile delinquency, and high dropout rates, which continue to pose serious challenges in the world of education. This situation shows that improving the quality of education depends not only on academic aspects, but also on character building, a healthy social environment, and support from families and communities in guiding the development of students. (Jannah, et al 2025)

One of the most pressing issues is the high dropout rate among children. The main factors stem from low motivation to learn or laziness, which include internal factors such as lack of enthusiasm, lack of confidence, and feelings of inadequacy, as well as family disharmony. Economic limitations also trigger child exploitation (Putri, 2018). In addition, external factors such as culture, economy, family conditions, social norms, and lack of access to information also exacerbate the situation. Many children are trapped in family economic activities and receive little attention from their environment. In line with this, Sugianto (in Yorizal, 2017) mentions three main causes: children who prefer to work, family economic pressures, and school factors. This is reinforced by Lim's (2008) finding that some school policies indirectly encourage students to drop out (Gulo et al., 2021)

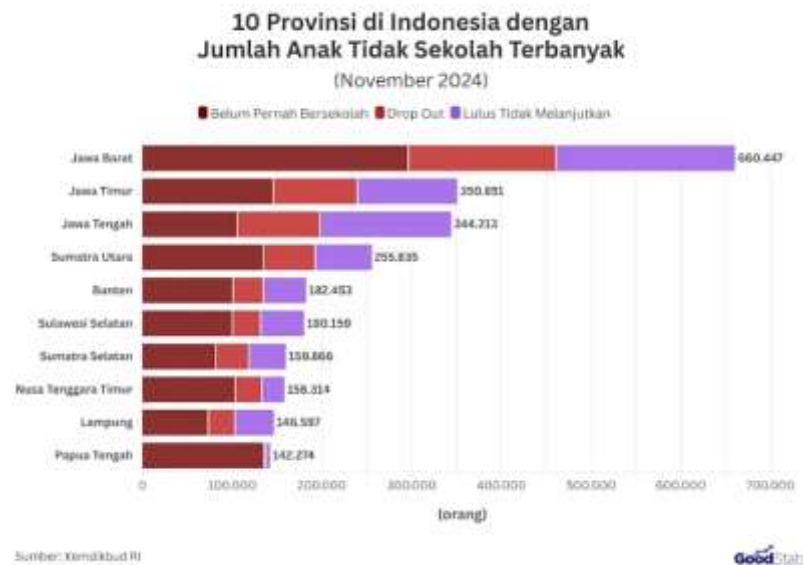


Figure. 1 of November 2024, East Java Province ranks second with the highest number of out-of-school children in Indonesia, reaching 350,851 people.

Based on data from the Ministry of Education, Culture, Research, and Technology of the Republic of Indonesia (Kemendikbud RI) as of November 2024, East Java Province ranks second with the highest number of out-of-school children in Indonesia, reaching 350,851 people. This number includes children who have never attended school, those who have dropped out of school, and those who have completed one level of education but have not continued to the next level. This high number indicates serious challenges related to accessibility and continuity of education in the East Java region. This condition is an important issue considering that East Java is a province with a large population and a relatively rapid rate of development compared to other regions. However, the high number of children who do not attend school reflects inequalities in social and economic aspects, as well as the possibility of a lack of optimal social support or intervention in ensuring the continuity of education for children

Table 1 Children Out of School in East Java in 2022-2025

NO	Kabupaten/kota	Total ATS
1.	Kab.Jember	35.688
2.	Kab.Sampang	27.760
3.	Kab.Malang	27.062
4.	Kab.Bangkalan	26.989
5.	Kota Surabaya	20.555
6.	Kab.Pasuruan	17.199
7.	Kab.Sumenep	13.336
8.	Kab.Probolinggo	12.542
9.	Kab.Kediri	10.566
10.	Kab.Lumajang	10.545

Source: Surabaya City Education Office,2025

According data from the Education Statistics Agency in 2024 shows that the higher the level of education, the greater the likelihood of children dropping out of school. The highest rate occurs at the high school vocational school level with a percentage of 1.02%, while the lowest is at the elementary school level at 0.11%. These findings emphasize the need for special support from the Surabaya City Education Office through various programs and interventions to help children and their families. The data also shows that boys are more vulnerable to dropping out of school than girls, and children in rural areas are at higher risk than those in urban areas. This problem is not only occurring nationally but is also a serious challenge in various provinces, including East Java, which ranks second highest. The following data shows children not attending school by province. (Andriani,2021),

In addition, Surabaya has implemented an outreach program since 2018 and updated it in 2024 to become the KRISNA Program, but its implementation has not yet achieved fully optimal results. The KRISNA Program itself is an effort to achieve educational equality for the citizens of Surabaya, but conditions on the ground show that there is still a gap between the policy objectives and their realization. As a city that serves as a reference for regional development in East Java, it is important to evaluate the effectiveness of this program, both for the improvement of local policies and as a model for other urban areas. In relation to efforts to address out-of-school children (ATS), the Surabaya City Government, through the Education Office, has previously implemented an intervention program in the form of Bina Warga Belajar (outreach) (Iswahyudi, 2020), which is based on Mayor Regulation Number 12 of 2017 concerning the Provision of Education Assistance for students at PKBM. (Sakti, 2025)

Tabel 2 Children Not Attending School per Subdistrict in Surabaya City

NO	district/city	Number ATS
1	Semampir District	2.858
2	Kenjeran District	2.111
3	Tambaksari District	1.349
4	Sawahan District	1.278
5	Krembangan District	979
6	Simokerto District	934
7	Wonokromo District	821
8	Tegalsari District	819
9	Bubutan District	750
10	Gubeng District	622

Source: Surabaya City Education Office,2025

In response to the state of education, the Surabaya City Government, through the Education Office, implemented an outreach program based on Mayor Regulation No. 12 of 2017 concerning the provision of educational assistance for students enrolled in PKBM (Community Learning Centers). However, in reality, in a big city like Surabaya, there are still 20,555 children who do not attend school (ATS). This policy was then updated in 2024 through the Equality for Surabaya Residents (KRISNA) program, which is in line with the 12-year compulsory education policy in the 2022-2024 National Medium-Term Development Plan (RPJMN) to expand access to and equitable quality education up to the age of 21. Through KRISNA, ATS are directed to attend Package A, B, and C equivalency education at PKBMs, with all funding coming from the regional budget (APBD). Throughout 2024-2025, this program successfully intervened with 2,908 ATS, with the Semampir subdistrict having the highest number. The success of ATS handling depends on the effectiveness of the program, which according to Siagian (2016) is determined by the availability of resources, clarity of targets, timeliness, and systematic work procedures. Thus, effectiveness is the main benchmark in assessing the suitability between planning, implementation, and the results of the Education Office's intervention in handling cases of school dropouts in the city of Surabaya. (muliani,2023).

THEORETICAL REVIEW

Definition Of Effectiveness

In the Indonesian Dictionary, effectiveness comes from three words, namely effect, effective, and effectiveness. Effect means consequence or influence, while effective is the result of the effect as a whole. Effectiveness means usefulness, which is the result of an activity on the implementation of the activity (Dendy Sugono 2008) in (Mamonto 2022) Yusliati quoted by (Marafenda, 2023).

Effectiveness is an indicator that shows the extent to which program objectives or targets are realized. Irul Umam (2010) and Effendy (2008) add that effectiveness is the appropriate use of available resources to achieve objectives in accordance with planning, costs, time, and resources. (Nonci, 2017)

Effectiveness as a measure of the achievement of targets set by the organization. Fajarwati (2017) emphasizes that effectiveness is related to the accuracy of the use of supporting facilities and the achievement of objectives, where the success of a product or service becomes a benchmark for whether an organization is effective or not. To assess the effectiveness of innovation implementation, five benchmarks proposed by (Ivancevich and Donnelly,2003) as cited by (Hanipah & Aryani,2022)

Education

Education comes from the root word “didik,” which means to nurture and train, encompassing teaching, guidance, and instruction to develop the character and intelligence of students. Based on Law No. 20 of 2003, education is a conscious and planned effort to create a learning process that enables students to develop their potential, including spiritual, self-control, personality, intelligence,

noble character, and skills that are beneficial to themselves, society, the nation, and the state. (Syahril, et al 2019)

The main function of education is to free people from ignorance, oppression, backwardness, and poverty. Therefore, improving the quality of education needs to be designed appropriately, in line with the potential and challenges in each region. (Siregar, 2022)

Educational objectives are the main guidelines in the learning process, reflecting the vision and expectations for educational outcomes. In Indonesia, educational objectives have continued to change since the Old Order, New Order, and Reform era, adapting to national development needs and social, political, and cultural dynamics, so that education is dynamic and responsive to the challenges of the times. (Mariana,2022)

drop out of school

According to the KBBI (Big Indonesian Dictionary), dropping out of school is a condition in which a person stops their education before completing the level they are studying. Ali Imron added that dropping out of school occurs when students leave education before obtaining a diploma or graduation from an official institution.

School dropouts refer to individuals who are registered as students but fail to complete their education and are therefore unable to proceed to the next level. According to McMillen and Whitener (in Idris, 2011), school dropouts are students who stop studying before completing their education program on time. In general, school dropouts are those who fail to complete their basic education and do not obtain an elementary school diploma, according to the definition in the KBBI. (Riswan, 2022)

School dropouts are a serious problem in developing countries, with higher rates than in developed countries. Enlightening the life of the nation, as stated in the Preamble to the 1945 Constitution, is a national goal that must be realized for all citizens. To that end, the government has implemented policies such as a 12-year compulsory education program to improve the intellectual life of the nation. (Pandu et al., 2022)

METHODOLOGY

This study uses a descriptive qualitative method with a case study approach to gain a more comprehensive understanding of the implementation of the KRISNA Program in addressing school dropouts at the Surabaya City Education Office. As explained by Creswell (2009), qualitative research aims to explore meaning through a process of asking questions, collecting specific data from participants, inductive analysis, and interpretation of data meaning. Meanwhile, Sugiyono (2024) emphasizes that the descriptive approach serves to systematically analyze an event, process, program, or group. This research was conducted at the Surabaya City Education Office, considering the relevance of the location to the research focus, using primary and secondary data sources collected through semi-structured interviews, observation, and documentation, with informants selected using purposive techniques involving PPNF staff as key informants. All data were analyzed using the Miles and Huberman model, which

includes data collection, data reduction, data presentation, and conclusion drawing and verification, while data validity was tested through source triangulation, technique triangulation, time triangulation, and adequate references in the form of documents, field notes, interview recordings, and supporting photos. Both primary and secondary data, which were then analyzed, will be explained in detail so that they are easy for readers to understand and can be

RESULTS

The results of this study are compiled based on empirical The results of this study are compiled based on empirical data obtained directly from the field through three main methods, namely interviews, observation, and documentation. They are analyzed using P. Siagian's theory (2016:21) with four indicators, namely: resources, funds, facilities and infrastructure, quantity and quality of results, time limits, and procedures.

Resources, Funds, Facilities, and Infrastructure

Communication is one of the key indicators that determine In implementing the KRISNA Program, Surabaya City Education Office staff are required to provide courteous, polite, and responsive service because the quality of staff attitude directly affects the comfort, trust, and satisfaction of service recipients. The results of the study show that the program's human resources come from various sectors – the Education Office, PKBM tutors, the Social Office, DP3AAKB through UPTD PPA, the Kesra sub-district office, and KSH cadres and in general have the quality and quantity to support effective service, with performance evaluations conducted every month. In terms of quality, the officers have the skills required by the SOP, while in terms of quantity, there are eight officers available according to the division of tasks, although there is still a shortage of PKBM tutors, so learning must be assisted by SKB Surabaya City officers.

Funding is a crucial element in determining the success of program implementation, because the availability of an adequate budget enables activities to be carried out optimally in accordance with the objectives that have been set. In the KRISNA program, funding is the main support for activities related to data collection on school dropouts, cross-sector coordination, socialization, and the provision of equivalency education services. Appropriate and transparently managed funding allocations will support the smooth implementation of the program, while budget constraints have the potential to hinder the achievement of objectives.

Tabel 3 Number of PKBM Tutoring Services

Number of services	Rp. 450.000 (Empat Ratus Lima Puluh Ribu Rupiah)
Purpose	Biaya operasional tutor PKBM

Source: Surabaya City Education Office, 2025

Facilities and infrastructure are important elements in supporting the implementation of equitable education services in the KRISNA Program. The learning facilities used are adapted to the conditions of the urban village (RW) or sub-district office, and students also receive learning equipment such as bags, books, and stationery every semester. In general, the availability of learning spaces, learning tools, and supporting equipment is adequate so that the learning process can take place effectively, although there are still some minor obstacles. Regarding facilities and infrastructure, their existence plays a very important role in supporting the implementation of PKBM activities, both in terms of the smooth running of the learning process and the effectiveness of services to PKBM students in the KRISNA program.



Source: Author's documentation, 2025

Figure. 2 PKBM activities at the RW8 community center

Quantity And Quality Of Services

The quality of the KRISNA Program's services is influenced by the utilization of resources that meet standards, including the availability of assistants, tutors, and adequate learning facilities so that the handling of Out-of-School Children (ATS) runs optimally. The program requires the completion of cases every month through routine monitoring, but new reports continue to come in and some cases are not resolved due to student constraints such as absenteeism, work, or inactivity. Interventions are carried out through PKBMs, which conduct periodic evaluations and identify various obstacles to student participation, requiring officers to report each problem for follow-up. The success of the program depends on the ability of the agency and PKBMs to respond quickly and appropriately to student obstacles so that educational interventions can continue.

Deadline

Time constraints are a benchmark in the service provision process, so verification and validation of prospective students must be completed within the

specified time frame. The KRISNA Program sets a deadline of three working days to complete the process, even when the number of reports is high. The effectiveness of the service is reflected in the ability of officers to meet these time standards, but obstacles such as incomplete student administrative files often slow down the process because officers must wait for the requirements to be met before the data can be processed. Although service deadlines are generally implemented in accordance with SOPs, administrative obstacles beyond the control of officers often cause the process to take longer and potentially fail to meet the established time standards.

Procedures

The procedures in the KRISNA Program are a series of structured processes that serve as guidelines for officers in providing services to handle school dropouts, including reporting and registration procedures at PKBMs involving the community and the fulfillment of administrative requirements. These service procedures have been carried out in accordance with regulations, starting from the submission of files at the sub-district office to the forwarding of reports to the Surabaya City Education Office, thus making the service flow easy to understand, simplifying administrative procedures for the community, and supporting the smooth implementation of the program.

DISCUSSION

The implementation of the KRISNA Program depends on the quality of service, the competence of officers, and the availability of adequate resources. Staff from various sectors, including the Education Office, PKBM, Social Services Office, DP3AAKB, sub-districts, and KSH cadres, have generally demonstrated professionalism and are evaluated regularly, although there is still a shortage of tutors, so some tasks are assisted by SKB. Program funding is allocated through the Regional Budget (APBD), and all services are provided free of charge, while facilities such as learning rooms and learning tools are available in sufficient quantities. The effectiveness of the KRISNA Program is greatly influenced by the optimization of both physical and non-physical resources, the adequacy of facilities, and the professionalism of officers. The availability of facilities, equipment, and competent personnel directly affects the quality of service, so that with adequate resources, the program can run optimally and effectively, while limited resources have the potential to hinder the achievement of objectives. Therefore, proper resource management and allocation are key to the success of the program. (Serly Wulandari¹, 2021)

The quantity and quality of KRISNA Program services are greatly influenced by the availability and quality of resources, including the number of personnel, facilities, and staff competence. The more adequate and competent the resources, the more optimal and targeted the services will be, while a lack of resources can reduce service quality even if program procedures are well regulated. The Education Office consistently receives reports of school dropouts every day, which are then identified and followed up so that cases can be resolved in a timely manner, allowing all children the opportunity to return to

school. The quality of service is guaranteed thanks to the responsiveness and competence of the staff, in accordance with Siagian's (2016) theory which states that effectiveness is reflected in the achievement of the quantity and quality of services, as well as the principles of public service. However, the findings from the research show that during the learning process, students in the KRISNA Program face various obstacles, such as absences due to illness, inconsistent attendance, and work obligations. These conditions reduce the effectiveness of the program's implementation because students cannot participate in learning activities regularly. (Tampi, 2023)

Time limits are an important indicator of service effectiveness, whereby officers set time standards and the public is satisfied when services are provided on schedule. In the KRISNA Program, this aspect has been implemented well, demonstrating the organizers' commitment to providing efficient, measurable, and timely services. Punctuality is a determinant of effectiveness because it shows the extent to which participants' needs are met without delay. However, there are obstacles beyond the authority of officers, such as incomplete administrative requirements for participants, which require officers to wait before data can be validated and processed according to SOPs, making the process less effective. Thus, the overall effectiveness of the program remains dependent on the ability of organizers to optimize the use of resources and ensure timely services according to standards. (Rijali, n.d.)

Procedural components in service delivery play a significant role in ensuring order and smooth processes, where clear procedures guarantee that users receive adequate and satisfactory services. Based on interview results, the KRISNA Program services have been implemented according to procedure, from initial consultation and data collection to administrative completion, with requirements communicated systematically to facilitate beneficiaries. This service is effective because it runs according to regulations, simplifies the administrative process for the community, shortens bureaucratic channels, and improves efficiency. Effectiveness is also reflected in the performance of the Surabaya City Education Office in handling cases of school dropouts, demonstrating the real impact of the program. Thus, the utilization of resources and the clear procedures in the KRISNA Program are in line with Siagian's (2016:21) theory that public service procedures must be designed to be easy, smooth, fast, straightforward, and easy to understand and implement. (Dwijayanto, 2021)

CONCLUSIONS AND RECOMMENDATIONS

This study concludes that the KRISNA Program demonstrates effective performance in addressing out-of-school children (ATS) in Surabaya, supported by adequate human resources, structured procedures, stable funding, and cross-sector coordination aligned with Siagian's effectiveness indicators. Nonetheless, its implementation remains constrained by student-related barriers such as irregular attendance, work obligations, and incomplete administrative requirements, alongside an insufficient number of PKBM tutors that results in uneven resource distribution. Methodologically, the study is limited by its reliance on institutional informants and site-specific observations, which may not fully represent program

variations across the city. Therefore, future research should consider comparative analyses across districts or PKBMs, longitudinal assessments of student participation sustainability, deeper examination of family and community influences, evaluations of program cost-effectiveness, and the integration of digital innovations to enhance monitoring and overall program effectiveness.

FURTHER STUDY

Future research on the effectiveness of the Krisna program in handling out-of-school children at the Surabaya City Education Office should involve a broader sample across different districts to compare implementation outcomes and challenges. Longitudinal studies are also recommended to evaluate the program's long-term impact on children's reintegration into formal education, academic progress, and social development. Additionally, mixed-methods approaches that include perspectives from policymakers, parents, and the children themselves would provide a more comprehensive understanding of the program's strengths, limitations, and areas for improvement. Integrating quantitative indicators – such as dropout reduction rates and school re-entry success – would further enhance the validity of future findings and support evidence-based policy decisions.

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