

Non-Formal Education Breaks the Chain of School Dropouts in Teluk Bintuni Regency, West Papua Province – Indonesia

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ABSTRACT : The dropout rate of indigenous Papuan children in West Papua Province reached 68,988, spread across elementary to high school/vocational school levels. Teluk Bintuni Regency is the most significant contributor, with 5,598, with details of elementary school 1,617, junior high school 2,318, and senior high school/vocational school 1,662. The Government has attempted to overcome this high dropout rate by establishing equivalent education units called learning activity canters (PKBM.) and learning activity studios (S.K.B.). This study aims to (1) analyze the conditions of dropouts in Teluk Bintuni Regency and (2) analyze the learning process of non-formal education at P.K.B.M. and S.K.B. carried out in Teluk Bintuni Regency. This study explores all learning activity centers and studios in Teluk Bintuni Regency through qualitative exploration methods. The results are that non-formal education through the P.K.B.M. and S.K.B. programs helps dropouts continue their interrupted education. Through non-formal education programs, students gain knowledge and skills that they can use to obtain jobs, create new jobs, continue their education, open economic businesses through the skills they acquire, and gain additional economic growth through traded skill products.

KEYWORD: School Dropouts, Non-Formal Education, Teaching and Learning Process

I. INTRODUCTION

The dropout rate in Indonesia is a complex and difficult problem to overcome, including in West Papua Province. It was reported that the number of Papuan Native Children (OAP) who dropped out of school in West Papua Province reached 68,988, spread across elementary to high school/vocational school levels. Teluk Bintuni Regency is the largest contributor, namely 5,598, with details of elementary school 1,617, junior high school 2,318, senior high school/vocational school 1,662. One of the causes is the family's economic factor (1). According to Kaufman (2), dropping out of school is a student who cannot complete his/her learning program before the time is up or a student who does not complete his/her learning program in a formal education environment (3). Dropping out of school is the act of stopping students from participating in learning activities at formal educational institutions that they have already attended. This means that these students stop in the middle of the road while continuing their studies until they graduate (2).

The dropout rate is influenced by external and internal factors. Internal factors include low interest or willingness of children to go to school, school is considered uninteresting, inability to follow lessons, threats in the school environment such as bullying, and suffering from serious illnesses. External factors such as family economy, lack of parental attention, and play environment. Dropping out of school has serious impacts, both for individuals, regions, and the country as a whole. For individuals, the impacts include limited job opportunities, low skills, and poverty. For regions and countries, the impacts include: (1) loss of human potential to contribute to economic development, innovation, and improving the quality of life of the community. (2) increasing inequality and social disparities. Individuals who drop out of school tend to be trapped in poverty, while those who receive quality education have a better chance of improving their standard of living. (3) limited competitiveness. (4) social risks. Individuals who drop out of school tend to face higher social risks, such as involvement in criminal activities, drug use, and mental health problems (3). Some of the information above confirms the urgency of education for the future of individuals, regions or countries. Tan Malaka considers education as a tool for survival, welfare, and helping the common people. Ideally, education should be able to make people face reality by thinking logically and reasonably and not relying on supernatural or mystical things. Another opinion regarding education was also put forward by the national figure Ki Hajar Dewantara who was nicknamed the Father of Indonesian Education. The famous concept of the learning system is called "Among". According to him, learning should prioritize elements of learning, knowledge, skills, and traditional values and

hone individual skills that are of interest to students and not be emphasized to master all subjects. A similar opinion was also put forward by R.A. Kartini, education must be equally accessible to men and women (3). Non-formal education comes with the slogan "Reaching the unreachable". This slogan implies the nature of non-formal education as a social service provider institution that is oriented towards providing educational services for residents who do not have the opportunity to receive formal education. Non-formal education is here to serve those who are not served through formal education. The presence of non-formal education is expected to be a place for the self-development of dropouts, a solution for the self-development of dropouts, an effective step to invite dropouts to return to school. Of course, a flexible and community service model is a value in itself for prospective learners. The general objective of organizing non-formal education in Indonesia refers to the Regulation of the Minister of Education and Culture of the Republic of Indonesia No. 81 of 2013 concerning the Establishment of Non-Formal Education Units and the Government Regulation of the Republic of Indonesia No. 73 of 1991. It is stated that the purpose of holding non-formal education is to serve citizens so that they can grow and develop their quality of life, and guide the community to learn so that they have knowledge and mental attitudes that can be used to work or continue their education to a higher level.

The slogan of non-formal education is in line with the Government Regulation of the Republic of Indonesia No. 73 of 1991 where the purpose of holding non-formal education is to serve citizens, so that they can grow and develop their quality of life, and guide the community to learn so that they have knowledge and mental attitudes that can be used to work or continue their education to a higher level (4). The local government of Teluk Bintuni Regency, through the Education Office, has made various efforts to minimize the high dropout rate in this area. One of the methods used is to encourage and improve the quality of non-formal education services through Community Learning Activity Centers (PKBM) and Learning Activity Centers (SKB). Starting from the condition of school dropouts in Teluk Bintuni Regency, the study aims to (1) analyze the condition of school dropouts in Teluk Bintuni Regency, and (2) analyze the learning process of non-formal education at PKBM and SKB carried out in Teluk Bintuni Regency.

II. METHOD

The study was conducted in September 2024 in Teluk Bintuni Regency, specifically at the community learning activity center (PKBM) and learning activity studio (SKB). The research method used in this study is the qualitative exploration method. This method was chosen because the purpose of this study is to explore the phenomena and problems that occur in the field, especially in relation to the problem of school dropouts and the learning process in non-formal education. The subjects in this study were managers of community learning activity centers and students. The data in this study were obtained from interviews, direct observations and literature searches both from previous research results and also from related agencies. The data analysis method used is narrative to obtain a picture of the existing conditions, then the problems faced by each non-formal education learning process in the PKBM and SKB programs are obtained.

III. RESULT AND DISCUSSION

The Problem Of School Dropouts In Teluk Bintuni Regency : The fulfillment of children's rights to obtain decent and quality education has not been fully implemented because in reality, there are still school-age children who do not attend school. According to Indonesian education statistics in 2022, out of 1000 elementary school children in Indonesia, there is 1 child who drops out of school, while at the junior high school level, out of 1000 junior high school children, there are 13 children who drop out of school. A more concerning situation is in West Papua Province, where, out of 10 elementary school children, there are 6 who drop out of school. Specifically, in Teluk Bintuni Regency, the problem of children dropping out of school is important, the results of (5) report based on the results of the 2022 BPS survey found that 29.25 percent or 5,598 children dropped out of school. The problem of children dropping out of school is important because the quality of potential human resources will be greatly impacted if the fulfillment of the need for education to shape a child's character, competence, and intellect is not met. Tamba et al, (6) stated that the need for education for the younger generation is very important because it will shape the development of potential, interests, talents and develop development creativity. The condition of children dropping out of school in Teluk Bintuni is mostly caused by various social problems that originate from the influence of the environment around the child's life. Merani et al., (7)

Stated that external influences such as peers inviting children to go out at night or children's social circles have an impact on children not continuing their studies. Various factors that cause children to drop out of school that originate from the environment include (1) environmental influences due to socializing between children which results in juvenile delinquency in the form of drunkenness and hanging out until late at night; (2) environmental

influences due to free association of teenagers which results in pregnancy so that they have to Enter family life early, and (3) family conditions that do not provide support for children's education, including family conflict, lack of guidance in the learning process in the family, and the desire of parents for children to be able to help the family economy. These three factors that cause children to drop out of school are what result in children being unable to continue their education either at the elementary or secondary education levels. Environmental problems due to unhealthy socializing among children create juvenile delinquency such as drunkenness and hanging out until late at night which are common in the lives of teenage boys. This situation results in children not having time to study or time to prepare themselves to enter active learning conditions at school. Children's socializing with situations of drinking alcoholic beverages that are mixed themselves using local ingredients such as fermented bobo plants, or fermented yeast are things that teenagers consume in their lives. In other situations, children have unhealthy relationships by gathering until late at night so that study time or preparation for the next day is not done. The condition of social problems of drunkenness and hanging out is often found in boys compared to girls which results in children not being successful in learning and ultimately not being able to continue school. The results of (8) research suggest that the impacts of children dropping out of school include a lack of self-confidence, hanging out until late at night and getting drunk.

The influence of free association causes pregnancy to become an important problem for groups of girls. As a result of the pregnancy problems that girls have to experience, girls stop going to school and taking care of the household. The situation of pregnancy in girls is very common in the productive school age with an average age of 17-18 years where children are at the secondary education level and even entering the final level. Most girls feel ashamed to go to school while pregnant and school regulations do not allow students to go to school while pregnant. The condition of girls when they are pregnant is what causes girls to finally leave school and take care of their families at home. The family as the closest system to the child when going to school, where the encouragement of all family members, both father, mother, and siblings is the main thing to support the continuation of the child's school. The problem of families who do not pay attention to the child's learning process in the family is often found in the family environment in Teluk Bintuni Regency. Families, especially parents, hand over all responsibility for the teaching and learning process to the school institution to provide learning guidance to children. The family believes that with the existence of free education as a regional government program in Teluk Bintuni Regency, the entire responsibility of children in the learning process lies with the teachers in the school institution. This situation creates a lack of attention and control from parents to pay attention to study hours in children's interactions with the existing community environment. Children are allowed to socialize with the social environment without paying attention to unhealthy social interactions and also not paying attention to study time outside of school. As a result of this condition, children are trapped in unhealthy social environments such as getting drunk and hanging out until late at night, and also free association.

The problem of children dropping out of school also stems from an inharmonious family life that is unable to provide a comfortable and prosperous atmosphere for children to learn to increase their knowledge. As a result of disharmony in the family, children do not feel comfortable in the learning process in the family. Another thing that also stems from the family environment is the desire of parents so that children do not need to receive education to increase their insight, knowledge, and intellectual thinking but expect children to be able to help the family to generate family income. The problem of children dropping out of school is an important thing that will cut off or decide the formation of children's character, abilities and intellect. Therefore, non-formal education programs are a solution to solve the problem of school dropouts. The implementation of non-formal education programs still implements the teaching and learning process procedures but emphasizes more on the development of various potentials and competencies of students in the learning process. Various forms of non-formal education that can be implemented include the Community Learning Activity Center (PKBM) program and the Learning Activity Studio (SKB) program.

Conditions of student in Non-Formal Education in Teluk Bintuni Regency : Students in non-formal education programs are students who are involved in the teaching and learning process in the program. Non-formal education programs present in Teluk Bintuni Regency are PKBM and SKB. The complete distribution of students in non-formal education programs in Teluk Bintuni Regency is presented in Table 1.

Table 1. Distribution of Students in Non-Formal Education in Teluk Bintuni Regency.

The community in Teluk Bintuni is involved in non-formal education activities in the PKBM (Community Learning Activity Center) program and the SKB (Sanggar Kegiatan Belajar) program. In both non-formal education programs, the community involved is referred to as students. Students involved in PKBM and SKB

No	Area	PKBM			SKB		
		Total	Male	Female	Total	Male	Female
1	Bintuni Dist.	157	50	107	260	145	115
2	Manimeri Dist.	273	120	153	0	0	0
3	Sumuri Dist.	69	48	21	0	0	0
4	Weriagar Dist.	37	27	10	0	0	0

have three learning patterns, namely (1) learning patterns through Packages A, B, C; (2) Skills learning patterns, and (3) Literacy learning patterns. In the PKBM program, non-formal education is carried out in the form of packages A, B, C, skills and literacy patterns, while the SKB program is entirely in the form of packages A, B, C. Non-formal education program activities include literacy, business opportunities, women's empowerment, reading culture, institutions and package pursuits (9). The number of students involved in the PKBM program learning activities is 536 people, with details of 245 men and 291 women. While the SKB program activities are 260 people consisting of 145 men and 115 women. When viewed from the total number of students involved in the non-formal education learning process, it appears that the number of women (406 people) is greater than the number of men (390 people). Judging from the existence of the district where non-formal education activities are held, although there are only 4 sub-districts, non-formal education activities have study groups (KB) in areas outside the four sub-districts. For example, the SKB in Bintuni sub-district has KB in Kurir, Arandai, Weriagar, Miyergar, Mayado, and Timbuni. While the PKBM in Sumuri sub-district has KB in Babo.

The characteristics of students in the Package A, B, C pattern have an average age of 20-25 years for both men and women, the average skill pattern is 30-40 years old and is dominated by women, and the literacy pattern is dominated by children aged 9-11 years. There is also a literacy pattern involving housewives with an average age of 30 years. The background status of students for the Package A, B, C pattern is housewives, TKBM, laborers and honorary employees. The skill pattern is based on a housewife, the literacy pattern is a housewife, school children at the Kinder-Garten (TK) level and children who have not yet gone to school. The ethnic background of students is spread across various tribes in Indonesia, but most of them come from tribes that inhabit the expanse of Bintuni Bay. The motivation of students from the Package A, B, C pattern is mostly to get a diploma, with the reason being to get a permanent job and be involved in regional leadership. Students with the Skill Pattern are motivated to increase family income, fill their free time and increase their skills. Meanwhile, the motivation of students with literacy patterns is to increase their reading, writing and arithmetic skills. Students with Package Patterns mostly drop out of school at a young age so they have not received a diploma to look for work, even though in Teluk Bintuni Regency there are sufficient job opportunities but they require workers with diplomas.

Problems encountered by students include (1) the frequency of students' attendance is very low in the teaching and learning process in Package A, B, C patterns; (2) students do not yet understand non-formal education, especially the Package pattern, and (3) the absence of institutions to accommodate the results of skills in the skills pattern. The frequency of students' attendance to take part in the teaching and learning process in Package A, B, C patterns is very low. This condition has a major impact on the implementation of the learning process and the learning outcomes obtained. Students are of the view that non-formal education through PKBM with Package patterns only requires involvement in the examination process and then will receive a diploma. This situation has not been understood by students because based on previous community experience, non-formal education only requires a final exam and then gets a diploma. The public's mistaken view of the teaching and learning process in non-formal education must be explained to the public, so that the public understands that non-formal education also implements a teaching and learning process. In the teaching and learning process, students must follow a series of learning activities, exam activities,

Practice activities, and assignment activities in accordance with the applicable curriculum. Malicha, (9) stated that if students are active in learning activities, their learning goals will be achieved more quickly, but conversely, if students are not active, they will experience failure. The problem of the unavailability of a container or institution that accommodates the production results of learners in the skill pattern is an important thing that needs to be considered. Some of the products produced by learners from the skill pattern include Papuan crowns, knitted bags, fringed skirts, cellphone bags, flower arrangements, hair ornaments that have been

produced by learners, especially women's groups. This skill production has not generated income because there is no container or institution that can buy and market the products of the learners, in addition to the return on production costs incurred have not been met. In relation to this problem, the Teluk Bintuni Education and Culture Office should be able to open up space to work together with the Industry and Trade Office to provide a container or institution that can accommodate the products of learners' skills. Another thing, the Education and Culture Office can seek breakthroughs in various economic institutions that can accommodate the products of learners from the skill pattern. Through various marketing institutions available, the learning process with the skill pattern can continue and produce products that have a fixed market so that learners get benefits. The purpose of establishing the PKBM program should be a temporary encouragement so that the community with its own strength can have the ability and authority to be able to develop its potential and capacity to meet its life needs. Therefore, the basic foundation of implementing the PKBM program is to empower the potentials that exist in the community itself. Kamil (10) stated that there are three important objectives of the PKBM program in developing life skills: 1) Empowering the community to be independent (empowered), 2) Improving the quality of life of the community both in terms of social and economic, and 3) Increasing sensitivity to problems that occur in their environment so that you can solve problems.

Conditions of Tutors in Non-Formal Education in Teluk Bintuni Regency : Tutors in non-formal education are professionals who have the competence, ability, and skills in managing the learning process of non-formal education. The tasks assigned to tutors include: (1) understanding and developing learning curriculum; (2) planning and preparing learning materials (materials); (3) formulating the learning process; (4) managing learning administration; (5) managing the learning process; (6) motivating learners; (7) exploring learning resources; (8) activating learners in the learning process; and (9) evaluating and making learning reports (10). The complete conditions of tutors in non-formal education are presented in Table 2.

Table 2. Distribution of Tutors in Non-Formal Education in Teluk Bintuni Regency.

The condition of tutors in non-formal education in Teluk Bintuni Regency, namely Bintuni District has 16 tutors (15 women and 1 man), Manimeri District has 39 tutors (9 men and 30 women), Sumuri District has 17 tutors (8 men and 9 women). There is 1 SKB with 10 tutors (3 men and 7 women). This data shows that most of the tutors in non-formal education are female. Tutors in the PKBM and SKB programs carry out teaching activities in package programs, skills programs and literacy programs. In these programs, the involvement of tutors is very much needed to carry out teaching and learning activities for students. The problems encountered in the

No	Area	PKBM			SKB		
		Jumlah	Male	Female	Total	Male	Female
1	Bintuni Dist	16	1	15	10	3	7
2	Manimeri Dist	39	9	30	0	0	0
3	Sumuri Dist	17	8	9	0	0	0

activities of tutors who are actively involved in the PKBM and SKB programs in Teluk Bintuni Regency are as follows. (1) the PKBM and SKB programs in Teluk Bintuni District do not yet have permanent tutors. In general, the honorarium status comes from teachers who come from formal education, retired teachers or education observers such as security forces, (2) tutors are not yet skilled and professional in managing non-formal education programs, both learning programs and program evaluations, (3) tutors are not yet skilled and professional in reading the needs of students. This happens because the establishment of PKBM and SKB programs does not begin with a needs analysis, local potential analysis, and job market demand analysis; (4) tutors are not yet skilled and professional in preparing and translating curriculum and curriculum materials that can build independence and professionalism of students according to local potential and the needs of students. This situation is because in the learning process there has been no fixed curriculum, (5) tutors are not yet skilled and professional in reading the problems of students and the community so that the programs designed are not yet able to accommodate the needs of students and answer problems in the community, (6) tutors are not yet skilled and professional in seeing opportunities, both social opportunities and economic opportunities for sustainable program development in the skills package program, (7) tutors are not yet skilled and professional in selling non-formal education programs (partnering with institutions or other parties in efforts to develop student competencies such as internships to support life skills); and (8) tutors are not yet skilled and professional in exploring learning resources, both local and outside the region that can increase program excellence

(competitiveness) and program sustainability. Various problems faced by tutors need attention so that in the future the problems of tutors and the teaching process can run well. Kamil,(10) explains that the role of a tutor is not only to be skilled and able to develop the curriculum, but the main principle in the role of a tutor is to prepare students to have a good future.

Implementation Of Non-Formal Education Teaching And Learning Process In Teluk Bintuni Regency :

Non-formal education is education that is carried out regularly, consciously, but not too strictly following fixed regulations, such as formal education in schools. Because non-formal education is generally carried out not in the physical environment of the school, non-formal education is identical to out-of-school education. The main target of non-formal education is members of the community. Non-formal education programs must be designed in such a way that they are flexible but straightforward, but still attract the interest of the community. Law Number 20 of 2003 Article 26 paragraph 1 explains that non-formal education is organized for communities that require educational services that function as a substitute, addition and/or complement to formal education in order to support lifelong education. Paragraph 2 explains that non-formal education functions to develop the potential of students with an emphasis on mastery of functional knowledge and skills as well as the development of professional attitudes and personalities. Non-formal education is considered capable of providing educational activities that meet the needs and interests that cannot be met by formal schools in order to meet global demands in the world of work.

Problems that often arise in the implementation of non-formal education are human resource capability factors and low appreciation for non-formal education, causing the implementation of non-formal education to still face many obstacles. Non-formal education is still often looked down upon and considered only second-class education after formal education. Non-formal education not only plays a role in supporting the 9-year compulsory education completion program, but also in eradicating illiteracy, expanding early childhood education, and improving skills and life skills that can improve the welfare of students. In addition, the flexibility and flexibility that are the characteristics of non-formal education learning have the ability to penetrate all levels of society (11). The implementation of the teaching and learning process in non-formal education in Teluk Bintuni Regency has several characteristics and approaches that are different from formal education. The following are several important aspects in the implementation of the PKBM learning process in Teluk Bintuni Regency: (1) Learning Objectives. Non-formal education usually aims to improve the skills, knowledge, and attitudes of students in a more flexible context. Examples include skills training, language courses, or community empowerment programs. So that learning objectives must be adjusted to the objectives of each PKBM program, whether in skills or knowledge or a mix of skills and knowledge (2) Teaching Methods. There are 3 forms of methods used in learning activities at PKBM Teluk Bintuni Regency, namely: Interactive: An approach that involves active participation of participants, such as discussions, simulations, or group work. Contextual: Linking material to real situations faced by students to make it more relevant and easier to understand. Practical: Much is done through direct practice to improve skills. (3)

Flexible Curriculum. There are 2 curricula used in PKBM activities in Teluk Bintuni Regency, namely the national independent learning curriculum which is adjusted based on packages A, B, C which are thematic, and the curriculum in non-formal education is often more flexible and can be adjusted to the needs and interests of students (modifications), This allows adjustments based on local context and available resources. (4) Organizers. Non-formal education can be organized by various parties, such as non-governmental organizations (NGOs), communities, government organizations, or individuals. This provides variation in the approaches and methods used. (5) Students. Learners in non-formal education are very diverse, covering a variety of ages, backgrounds, and levels of education. This affects the way teaching and delivery of material are carried out. (6) Evaluation. The evaluation process in non-formal education is often more formative, focusing on the progress and development of participant skills, not just the end result. (7) Learning Resources. Learning resources for PKBM in Teluk Bintuni Regency in non-formal education can vary, from books, teaching aids, to digital technology. Utilizing a variety of learning resources can improve the quality of learning. (8) Learning Environment. The learning environment can take place in various places, not limited to the classroom. For example, in the community, workplace, or social environment that supports learning.

Non-Formal Education Learning Strategies To Open Up Opportunities For Dropouts To Attend School :

Learning strategies are basically an important series in the teaching and learning system approach. Learning strategies are directly related to the selection of learning activities that are considered effective and efficient in providing learning experiences to achieve basic subject competencies. This is because each learning objective

has specific characteristics, to describe the abilities possessed by students after participating in learning activities. Basically, there is no learning strategy that is considered the best, because each learning strategy has its own advantages.

Learning strategies are one of the methods used by tutors in delivering learning materials. The learning process carried out by tutors cannot be separated from the application of learning strategies. Because the learning strategy is one of the methods used by tutors in delivering learning materials. It is hoped that the delivery of the learning material can be absorbed and understood by students, because this has an impact on the objectives to be achieved in the learning process. The purpose of the learning process is to achieve the desired learning outcomes. Tutors are role models for students who must have strategies and techniques in teaching. Teaching and learning activities as an instructional system are interactions between students and other components, and tutors as managers of learning activities to be more active and optimally effective. One step to having that strategy is to master presentation techniques, or usually called teaching methods. Lesson presentation techniques are knowledge about teaching methods used by tutors or instructors to students in the classroom so that the lesson can be captured, understood and used by students properly. The teaching method or presentation technique used by tutors to convey information or oral messages to students is different from the method used to strengthen students in mastering knowledge, skills and attitudes.

Students as students must comply with the learning process set out in the PKBM and SKB programs in non-formal education, both learning materials, time discipline, learning evaluation, accuracy and even the availability of learning materials and equipment so that they will support students to be ready to enter and be involved in the learning process. The perseverance and discipline of students to be actively involved in the learning process in package programs, skills programs and literacy programs will provide benefits in learning success. Understanding the importance of learning must be informed to the community who will be involved as students so that they understand the goals and direction of formal education, namely exploring the abilities and potential of the community to learn actively in order to gain knowledge and skills. Students with a background of school dropouts after participating in the PKBM and SKB programs in non-formal education will gain knowledge, understanding, and skills and obtain the diplomas needed to find work or create new jobs. Based on the importance of learning determined by the role of tutors and the activeness of learners, the non-formal education learning strategy can be developed through integrated management integration between non-formal education implementing institutions. Integrated management starts from the implementation team located in educational institutions at the government level, both district and sub-district governments, institutions implementing the teaching and learning process consisting of tutors, those responsible for the PKBM learning process, and active community involvement as learners. The integration of local governments, PKBM implementing institutions and the involvement of learners is closely related to the competence of human resources possessed by all these institutions. Puspito et al., (12) stated that the right learning strategy in non-formal education lies in strong management in human resource management. Human resource management starts from a comprehensive planning stage that is able to explore community needs in the learning process.

IV. CONCLUSION

This study concludes that non-formal education through the PKBM and SKB programs helps school dropouts to continue their interrupted education. Through non-formal education programs, students gain knowledge and skills that can be used by students to obtain work, create new jobs, continue school, open economic businesses through the skills they acquire and gain additional economic benefits through traded skill products.

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