

IMPLEMENTATION OF THE SEKOLAH RAKYAT PROGRAM IN SURABAYA CITY USING THE INTEGRATIVE CAPACITY FRAMEWORK APPROACH

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ABSTRACT

Poverty remains a major development challenge in Indonesia because it limits access to quality education. To break intergenerational poverty, the government launched the Sekolah Rakyat Program for children from extremely poor, poor, and vulnerable families. This study analyzes the implementation of the Sekolah Rakyat Program in Surabaya City using the Integrative Capacity Framework developed by Vince (2024). The study uses a descriptive qualitative method. Data were collected through interviews, observation, and documentation involving program managers, the Surabaya City Social Service, teachers, foster guardians, and students. Data analysis used data reduction, data display, and conclusion drawing. The findings indicate that the program has been implemented effectively across the main dimensions of the Integrative Capacity Framework. Policy coordination and institutional cohesion are demonstrated through collaboration among the central government, local government, educational institutions, and other stakeholders. Accountability and legitimacy are reflected in a clear legal framework and a structured student selection process, while resource capacity is supported by adequate educational and dormitory facilities despite the continued need for additional professional mentoring staff. Although institutional architecture provides clear role distribution, strengthening local institutional capacity remains necessary to ensure program sustainability. The study concludes that strengthening institutional and resource capacity is essential to maximize the program's contribution to expanding equitable educational access and supporting long-term poverty reduction policies.

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INTRODUCTION

Education is the main foundation of national development because it improves the quality of human resources. Equal school distribution and the reach of the education system indicate the fulfillment of the right to learn. However, the distribution and capacity of public schools remain limited, especially for children in remote areas, poor families, and those constrained by distance, cost, or socioeconomic conditions (Muhaimin et al., 2022). Until now, educational inequality still persists, particularly among extremely poor groups. Education costs, limited facilities, and weak family support widen

this gap. This condition creates the phenomenon of transmission of poverty, namely poverty inherited across generations due to limited educational opportunities (Edo & Yasin, 2024).

Education is one of the main instruments for breaking the chain of intergenerational poverty, making alternative educational interventions such as Sekolah Rakyat highly urgent (Prasetyo & Hadi, 2025). This condition underlies the establishment of Sekolah Rakyat as a government-led alternative education program designed to complement the formal education system by expanding access for marginalized children through a contextual, flexible, and boarding school-based learning approach (Nurdin et al., 2025). The legal basis for Sekolah Rakyat is Presidential Instruction (Inpres) Number 8 of 2025 on the Optimization of Poverty Reduction and the Elimination of Extreme Poverty ((Rizqillah & Ulum, 2025).

This program does not only focus on teaching academic material. It also plays a role in character building, increasing social awareness, and developing students' life skills (Firnanda et al., 2025). The dormitory functions as a place of residence as well as an environment for character and discipline development that supports the education process as a whole (Setiawan, 2016). Beyond academic learning, Sekolah Rakyat emphasizes character building, social awareness, discipline, and life skills through a boarding school system that provides continuous guidance for students. The dormitory serves not only as a residence but also as an environment that supports character formation, discipline, religious activities, and soft-skill development. Nevertheless, previous studies indicate that the program still faces several implementation challenges, including inadequate facilities, differences in quality standards between schools, limited teaching staff, and the need for stronger supervision and psychological support systems to ensure students' well-being (Carsiwan, 2024; Hamid Lubis et al., 2023; Murti et al., 2023; Waliyanti & Swesty, 2021).

This program specifically targets children from extremely poor families, especially deciles 1 and 2, who are vulnerable to dropping out of school. This is related to the implementation of Presidential Instruction Number 4 of 2025 concerning the National Integrated Social and Economic Data (DTSEN) (Azmi, 2025). Sekolah Rakyat in East Java Province forms an important part of the government's effort to reduce extreme poverty and expand educational access for children from underprivileged families. With its large population, East Java also has a relatively high level of extreme poverty, with 1,618 elementary school or madrasah ibtidaiyah students dropping out according to 2024 Ministry of Education data. This condition highlights the importance of strengthening educational access through targeted policy interventions, as improved education contributes to broader employment opportunities, higher productivity, and increased income, thereby supporting long-term poverty reduction (Prasetyo & Hadi, 2025).

Based on Mayor Decree Number 100.3.3.3/111/436.1.2/2025 of 2025 concerning the Determination of New Students for Sekolah Rakyat in the 2025/2026 Academic Year, Sekolah Rakyat is implemented with four study groups. This condition shows that the availability of formal schools has not yet been able to reach all school-age children, especially those from poor families. Although various alternative programs had previously existed, such as Kampung Anak Negeri and Rumah Ilmu Anak Surabaya, they had limitations in student quota and the education levels provided.

Based on the background and problems described above, the researcher was encouraged to conduct a study on the implementation of the Sekolah Rakyat Program in Surabaya City. Although the government has launched several programs to prevent school dropout, including Sekolah Rakyat, this program still faces several challenges in practice. These obstacles include limited socialization, infrastructure limitations, and shortages of teaching staff. The urgency of this study lies in the need to understand how Sekolah Rakyat implementation strategies can be optimized to expand educational access for lower-middle-income communities experiencing extreme poverty, and how the program affects community welfare and the reduction of school dropout rates in Surabaya City.

To date, early research on the Sekolah Rakyat policy program by (Rizqillah & Ulum, 2025), entitled "Sekolah Rakyat as an Inclusive Education Strategy for Empowering Marginal Human Resources in Indonesia: An Analysis of the Program in the Prabowo Presidential Era," aimed to identify the role of Sekolah Rakyat as a means of inclusive education. The results showed that Sekolah Rakyat contributed significantly to reducing dropout rates and increasing community participation in learning activities. However, existing studies have primarily examined Sekolah Rakyat from the perspective of inclusive education and its contribution to reducing school dropout rates. Limited attention has been given to how the policy is implemented at the local level, particularly regarding the interaction of policy coordination, accountability and legitimacy, resource capacity, and institutional architecture that determine implementation effectiveness. This represents an important research gap because understanding these implementation dimensions is essential for explaining how policy outcomes are achieved within different local governance contexts.

To address this gap, this study applies the Integrative Capacity Framework proposed by (Vince et al., 2024) to analyze the implementation of the Sekolah Rakyat Program in Surabaya City. Unlike previous studies that mainly describe the program's educational role, this study contributes to the public administration literature by explaining how policy coordination and cohesion, accountability, transparency and legitimacy, resource availability, and institutional architecture interact to influence policy implementation at the local level. By using this framework, the study provides a more comprehensive understanding of the institutional capacities required to support effective implementation of the Sekolah Rakyat Program.

Accordingly, this study aims to analyze the implementation of the Sekolah Rakyat Program in Surabaya City through the Integrative Capacity Framework proposed by Vince et al. (2024) to explain how policy coordination and cohesion, accountability, transparency and legitimacy, resource availability, and institutional architecture influence the program's implementation in expanding educational access and supporting poverty reduction.

METHOD

This study uses a descriptive qualitative approach. According to (Sugiyono, 2020), there are four main types of data collection techniques commonly used in research, namely observation, interviews, documentation, and combination or triangulation. Informants in this study were selected using purposive sampling. The selection criteria were based on the informants' direct involvement, authority, and experience in planning, implementing, and participating in the Sekolah Rakyat Program. A total of twelve key informants participated in this study, consisting of the Head of the Surabaya City Social Service, the Coordinator of the Sekolah Rakyat Program Management Team, the Head of the Surabaya City Education Office, one Sekolah Rakyat teacher, one foster guardian, and one student representing Phase 1A participants. These categories were selected to obtain comprehensive perspectives from policy makers, program implementers, and program beneficiaries.

As cited by (Saleh, 2017), according to Miles, M. B., and Huberman, this process includes data collection, data condensation, data display, and conclusion drawing or verification. Data collection refers to the search for data and information relevant to the problem. The data can be collected through interviews, documentation, and observation. The next stage is the process of selecting data, in which irrelevant data are removed so the analysis becomes more focused. During the data condensation stage, interview transcripts, observation notes, and documents were coded according to the dimensions of the Integrative Capacity Framework, namely policy coordination and cohesion, accountability, transparency and legitimacy, resource capacity, and institutional architecture. The data are then presented in an easily understood form, such as narrative descriptions or tables, to help the researcher identify relationships between categories and patterns that emerge from the research findings. Finally, conclusion drawing and verification focus on answering the main question about how the Sekolah Rakyat Program is implemented and what factors influence its success.

To enhance the credibility of the findings, this study applied source triangulation by comparing information obtained from different categories of informants and method triangulation by combining interviews, observations, and documentation. Member checking was conducted by confirming several interview results with the respective informants to ensure the accuracy of interpretations. In addition, an audit trail was maintained through systematic documentation of data collection, coding, and analytical decisions to improve the transparency and trustworthiness of the research process.

RESULT AND DISCUSSION

The analysis of the implementation of the Sekolah Rakyat Program in Surabaya City in this study uses four factors of successful policy implementation according to Vince et al. (2024), namely policy coordination and cohesion, accountability-transparency-legitimacy, resource availability, and institutional architecture. These four factors serve as important indicators to assess the extent to which the Sekolah Rakyat Program can achieve poverty reduction goals through educational access for poor and extremely poor communities.

Policy coordination and cohesion are important factors in supporting the successful implementation of the Sekolah Rakyat Program.

The findings show that program implementation runs through integrated cooperation among various parties, including the principal, teachers, dormitory guardians, foster guardians, administrative staff, support staff, and partners providing educational facilities. This synergy enables academic activities, character development, dormitory management, and supporting services to operate in an integrated manner in accordance with the program objectives.

Thus, the implementation of Sekolah Rakyat does not depend on a single actor but on collaboration among various parties with complementary roles and responsibilities in supporting the boarding school system.

In its implementation, each element has a different but interconnected function. The principal is responsible for coordinating education delivery and ensuring that all academic and nonacademic activities run according to established standards. Teachers play a role in conducting learning, carrying out assessment, and guiding the development of students' interests and talents through various school activities. In terms of financial management, the program funding system is implemented in a structured manner through coordination with the Commitment Making Officer (PPK) of the Ministry of Social Affairs. The school treasurer manages daily operational needs, while large-scale financing, such as food provision, dormitory needs, and main facilities, remains managed by the central government through the established budgeting mechanism. This pattern shows the integration of managerial, academic, and financing aspects in supporting program continuity.

Table 1.1 Student Activity Agenda

Dormitory Daily Schedule	
Time	Activity
03.30 – 03.45	Wake up and prepare for night worship
03.45 – 04.00	Night worship and preparation for morning worship
04.00 – 04.30	Morning worship
04.30 – 05.00	Environmental cleaning duty
05.00 – 05.45	Personal hygiene and school preparation
05.45 – 06.15	Breakfast
06.15 – 06.20	Morning assembly before going to school
07.00 – 11.30	Learning activities at school
11.30 – 12.15	Midday worship
12.15 – 12.45	Lunch
12.45 – 14.30	Learning activities at school
14.30 – 15.30	Afternoon worship
15.30 – 16.30	Sports / Scouts / Extracurricular Activities
16.30 – 17.00	Personal hygiene
17.30 – 18.00	Evening worship
Dormitory Daily Schedule	
Time	Activity
18.00 – 18.45	Dinner
18.45 – 19.15	Ibadah malam
19.15 – 20.30	Routine study / reflection
21.00 – 03.30	Night rest

Source: Sekolah Rakyat Team Data (2025)

As shown in Table 1.1 above, coordination is also strong in the management of dormitory life as a main feature of Sekolah Rakyat. Dormitory guardians are responsible for order, security, cleanliness, and comfort in the students' living environment, while foster guardians provide personal assistance, discipline development, emotional support, and help resolve various problems faced by students. Through this division of duties, the education process does not only take place in the classroom but also through the habituation of daily life in the dormitory environment. The guidance system is designed in a structured schedule that integrates academic, religious, health, disciplinary, social responsibility, and character development aspects for students.

The implementation of the Sekolah Rakyat Program is supported by operational standards that emphasize a balance between educational quality and character development. The learning process not only regulates classroom instruction but also guides students' daily life in the dormitory through religious activities, discipline-building practices, recognition of achievement, and the consistent application of consequences for rule violations. In addition, supervision and mentoring continue even when students are outside the dormitory through regular communication with parents and monitoring of students' activities. These findings indicate that policy cohesion is reflected not only in coordination among implementing actors but also in the alignment of policy objectives, operational standards, and character-building practices that are consistently implemented across school, dormitory, and family environments. This finding is consistent with (Entang et al., 2025), who argues that character education is more effective when it is embedded within school culture and supported by the active involvement of all educational stakeholders, including families. From the perspective of the Integrative Capacity Framework (Vince et al., 2024), this demonstrates that policy cohesion is achieved when actors, institutional rules, and implementation mechanisms operate toward shared policy objectives. Practically, the findings highlight that the sustainability of the Sekolah Rakyat Program depends not only on providing educational services but also on maintaining an integrated character development system that connects schools, dormitories, and families to foster students' academic achievement, social development, and long-term well-being.

The Sekolah Rakyat Program applies a curriculum designed flexibly and contextually according to the needs of students from poor and vulnerable families. This curriculum integrates national education standards with students' social conditions so learning becomes more relevant and adaptive. In general, the curriculum consists of a preparatory curriculum, a formal curriculum, and a dormitory curriculum that support each other in developing students' academic abilities and character. In practice, as shown in Figure 1.1 below, Sekolah Rakyat learning materials still refer to national curriculum policy but begin with a matriculation program to equalize students' basic abilities before they enter regular learning. This program aims to strengthen literacy, numeracy, religious education, and other basic abilities while helping students adapt to the boarding education system. This approach shows the school's effort to adjust the learning process to students' diverse backgrounds and initial abilities.



Figure 1.1 Learning Materials and Extracurricular Activities of SRMA 21

Source: Data processed by the researcher from the Sekolah Rakyat Team Archives

Besides focusing on academic achievement, the Sekolah Rakyat education system also emphasizes character development, discipline, spirituality, and independence through dormitory life. Therefore, student evaluation is not only conducted through academic report cards but also through dormitory development reports that contain the development of students' behavior and daily activities. This reporting system serves as a communication medium between the school and parents so student development can be monitored continuously. Thus, the implementation of the Sekolah Rakyat curriculum is not only oriented toward improving learning achievement but also toward character formation and students' readiness for social life.

Accountability, transparency, and legitimacy are important elements in supporting the successful implementation of the Sekolah Rakyat Program.

Table 1.2 Implementation of Sekolah Rakyat Student Selection Phase 1A in Surabaya City

No	Selection Stages	Implementation Time	Description
1	Registration Announcement	1 May 2025	Information on requirements and student admission quota
2	Registration and Document Submission	2 - 10 May 2025	Submission of forms and administrative documents of prospective students
3	Administrative Verification	11 - 14 May 2025	Checking document completeness and validating participant data
4	Field Survey and Domicile Verification	15 - 20 May 2025	Home visit to prospective students by the verification team
5	Parent and Prospective Student Interview Selection	21 - 24 May 2025	Assessment of readiness to follow the boarding school system
6	Health and Psychological Test	26 - 28 May 2025	Examination of student health and mental readiness
7	Selection Result Determination Meeting	30 May 2025	Determination of students declared to have passed the selection
8	Selection Result Announcement	2 June 2025	Announcement of accepted participants through the school or committee
9	Re-registration and Document Resubmission	3 - 6 June 2025	Submission of additional documents and final data validation

Source: Sekolah Rakyat Team Data (2025)

Based on Table 1.2 above, the research findings on the implementation of student selection for Sekolah Rakyat Phase 1A in Surabaya City show that the program is carried out through a structured and accountable mechanism, from student selection, activity management, to the use of budget and facilities. Program transparency is reflected in the staged student selection process through verification of the Integrated Social Welfare Data (DTKS), followed by home visits and interviews with parents and prospective students to confirm the family's socioeconomic condition, learning motivation, and readiness to follow the boarding education system, as shown in Figure 1.2, the student selection flowchart of SRMA 21 Surabaya City. This mechanism aims to ensure that beneficiaries truly come from target groups that match the program objectives.



Figure 1.2 Student Selection Flowchart of SRMA 21 in 2025 Source: Author's personal document (2025)

Source: personal data processed by the author (2025)

In addition to a strict and measurable student selection process, the budget management of the Sekolah Rakyat Program is also carried out through a transparent and structured system. Every program need related to academic activities, dormitory operations, student meals, health, and character development is first identified and included in a budget needs plan by the school. The proposal is then submitted to the Commitment Making Officer (PPK) of the Ministry of Social Affairs for verification and evaluation based on activity suitability, document completeness, and budget availability. After approval, funds are disbursed in stages according to program needs and applicable regulations. This

mechanism shows the principles of accountability and prudence in state financial management so budget use can be accounted for transparently. The stages of budget use and management for the Sekolah Rakyat Program can be seen in Figure 1.3 below.



Figure 1.3 Stages of Facility and Funding Submission for SRMA 21

Source: personal data processed by the author (2025)

As shown in Figure 1.3, facility and funding management is carried out through a clear planning process based on academic needs, dormitory activities, health, meals, and student character development. Each need is arranged in a budget plan and submitted to the Commitment Making Officer (PPK) of the Ministry of Social Affairs for verification before funding approval is granted. The fund disbursement system is implemented in stages according to activity needs so the use of the state budget can be monitored and accounted for optimally. All expenditures must comply with the proposal, budget ceiling, and applicable regulations, including urgent needs that still require coordination with relevant parties.

The application of a strict selection mechanism, controlled budget management, and open and measurable program implementation has strengthened the legitimacy of the Sekolah Rakyat Program in the eyes of the community. This condition shows that the program can not only provide free educational access for students from poor and vulnerable families but also build public trust through governance that is accountable, transparent, and aligned with established policy objectives.

Resource availability is one of the main factors that determines the successful implementation of the Sekolah Rakyat Program in Surabaya City. The findings show that program implementation is supported by human resources, financing, and facilities and infrastructure designed to support the boarding school system. Although the initial stage of implementation still faced various limitations, efforts to strengthen resources continue to ensure that student education and development processes run optimally.

Table 1.3 List of Education Personnel Composition

NO	POSITION	GENDER		TOTAL
		L	P	
1	FOSTER GUARDIAN	11	10	21
2	DORMITORY GUARDIAN	4	4	8
3	FINANCE MANAGER		1	1
4	DAPODIK OPERATOR	1	1	2
5	ADMINISTRATIVE STAFF	1	1	2
6	SECURITY	6		6
7	CLEANING STAFF	4		4
8	COOK	2	2	4

TOTAL	2G	1G	48
Latest Education Personnel Composition (2026)	L	P	TOTAL
TEACHERS	5	13	18
EDUCATION PERSONNEL	27	1G	46

Source: Sekolah Rakyat Team Data (2025)

In terms of human resources, the Sekolah Rakyat Program involves various elements of teachers and education personnel with complementary functions. This resource structure consists of the principal, subject teachers, Guidance and Counseling (BK) teachers, dormitory guardians, foster guardians, administrative staff, security officers, cleaning staff, health workers, and other support staff. In addition, the program also receives support from social assistants such as the Family Hope Program (PKH), TKSK, and the Social Service, who help assist students. Dormitory guardians and foster guardians are important components because they are responsible for character development, daily activity supervision, emotional assistance, and discipline formation for students over twenty-four hours. However, the need for professional staff such as psychologists, counselors, and special assistants remains a challenge because students come from diverse social backgrounds and require a more intensive approach.

Table 4.7 List of Students Who Left and Withdrew

LIST OF STUDENTS WHO WITHDREW		
Name	M/F	Place of Birth
DEVINA MAHARANI	P	SURABAYA
NICOLAS OKTAVIANUS MOLLENG	L	KOTA SURABAYA
REIHAN PUTRA ARDIANSYAH	L	SURABAYA
FELISA NATANIA	P	SURABAYA
KEYZA HELIYATUN	P	
MITIA RENATHALIA	P	Surabaya
FAREL DWI KURNIAWAN	L	Surabaya
GUSRANDA HUGENG SAPUTRA	L	Surabaya
ALKAIDA NUR FAIZAH	P	SURABAYA
ALVINO BAGUS SATRIA	L	SURABAYA
ARDY RAMADHANI PUTRA	L	Surabaya
ACH. AINUL AKBAR	L	SURABAYA

Source: Sekolah Rakyat Team Data (2025)

From the student aspect, Sekolah Rakyat Surabaya initially admitted around 100 students from poor and extremely poor families based on DTKS verification results. This number changed as students adapted to the boarding education system. This condition shows that student management does not only focus on academic aspects but also considers mental readiness, social readiness, and the ability to adapt to a boarding school environment.

Table 4.14 Facilities of the Sekolah Rakyat School Building Rooms

No	Room	Total
1	Classrooms	4
2	Principal's Office	1
3	Teachers' Room	1
4	Administrative Office	1
5	Vice Principal's Room	1

6	Library Room	1
7	Guidance and Counseling Room	1
8	Storage Room	1
9	Student Bathroom	1
10	Teacher Bathroom	1
11	Hall	1

Source: Sekolah Rakyat Team Data (2025)

In terms of facilities and infrastructure, the Sekolah Rakyat Program has been supported by relatively adequate learning facilities. Classroom facilities include comfortable learning rooms, student desks and chairs, smartboards, projectors, internet access, and various learning media that support interactive teaching and learning processes. The use of learning technology is one effort to improve education quality and adjust learning methods to students' needs.

Table 4.16 Dormitory Building Facilities

Number of Rooms	Room Function
1	Female Teacher Room
1	Principal's Room
1	Male Teacher Room
1	Security Room
Number of Rooms	Room Function
1	Inventory Room
1	Female Foster Guardian Room
1	Foster Guardian Secretariat
1	Male Foster Guardian Room
26	Student Rooms
1	School Health Unit
1	Meeting Room

Source: Sekolah Rakyat Team Data (2025)

In addition to classroom facilities, the dormitory serves as a fundamental component of the Sekolah Rakyat Program by providing an integrated living and learning environment equipped with bedrooms, air conditioning, bathrooms, worship facilities, dining areas, study spaces, health services, sports facilities, and areas for student development. The findings suggest that these facilities contribute not only to improving educational access but also to supporting holistic student development through continuous supervision, character formation, discipline, and independent living. This finding is consistent with previous studies indicating that boarding school environments enhance students' academic achievement, character development, and psychosocial well-being when supported by adequate facilities and continuous mentoring (Murti et al., 2023; Waliyanti & Swesty, 2021). From the perspective of the Integrative Capacity Framework, resource availability should be understood as the integration of physical, financial, and organizational capacities that enable education and social protection services to be delivered effectively (Vince et al., 2024). Although the program has benefited from temporary facilities provided through collaboration with Universitas Negeri Surabaya (UNESA), the ongoing construction of a permanent Sekolah Rakyat complex by the Ministry of Social Affairs and the Ministry of Public Works demonstrates the government's commitment to strengthening long-term implementation capacity.

Nevertheless, the findings indicate that resource adequacy cannot be measured solely by the availability of infrastructure and government funding. The limited number of professional mentoring personnel, particularly psychologists and counselors, remains a significant implementation challenge because students from disadvantaged backgrounds require continuous psychosocial support in addition to academic guidance. This finding supports (Fullan, 2007), who argues that sustainable educational reform depends on strengthening professional capacity alongside physical

resources, and (I Made Suraharta, 2024) , who emphasizes that educational quality is determined by the balance between infrastructure, leadership, and competent human resources. Therefore, the study demonstrates that sustainable implementation requires simultaneous investment in infrastructure, professional mentoring personnel, and institutional support systems. Theoretically, these findings reinforce the Integrative Capacity Framework by showing that resource availability encompasses interconnected physical, financial, and human capacities rather than infrastructure alone (Vince et al., 2024). Practically, the findings suggest that strengthening professional mentoring services while completing permanent educational facilities should become a policy priority to ensure the long-term sustainability of the Sekolah Rakyat Program and its contribution to expanding equitable educational access and breaking the cycle of intergenerational poverty.

The institutional architecture of the Sekolah Rakyat Program implementation in Surabaya City is built through a collaborative governance structure involving the Ministry of Social Affairs, local government agencies, higher education institutions, and field-level implementers. The findings indicate that effective implementation depends not merely on the presence of multiple actors but on their capacity to integrate educational services, social protection, student welfare, financing, and dormitory management within a coherent institutional framework. This finding reinforces the Integrative Capacity Framework proposed by Vince et al. (2024), which emphasizes institutional architecture as a key determinant of successful policy implementation. It also supports the collaborative governance perspective of (Ansell & Gash, 2008), which argues that complex public problems require cross-sector collaboration rather than relying on a single governmental institution. However, unlike previous studies that primarily highlight the benefits of collaboration, this study shows that the institutional arrangement remains highly centralized, with the Ministry of Social Affairs retaining most strategic authority over program planning, student selection based on the Integrated Social Welfare Data (DTKS), and operational coordination. While this centralized structure contributes to policy consistency and standardized implementation, it simultaneously limits the capacity of local governments to adapt implementation strategies to local conditions and emerging challenges.

At the local level, the Surabaya City Social Service, the Education Office, and Family Hope Program (PKH) facilitators play complementary roles through data verification, field surveys, and technical coordination. Although this division of responsibilities supports administrative efficiency and improves beneficiary targeting, the findings suggest that local institutions remain largely implementers rather than active policy actors. From a theoretical perspective, this finding extends the Integrative Capacity Framework by demonstrating that institutional architecture should not only ensure clear organizational roles but also strengthen local institutional capacity to encourage adaptive governance and shared decision-making. This interpretation is consistent with the work of (Bianchi, 2021), who argue that collaborative governance becomes sustainable only when local institutions possess sufficient authority and organizational capacity to respond to implementation challenges. Therefore, the effectiveness of institutional architecture should be assessed not only by the existence of formal coordination mechanisms but also by the extent to which authority and institutional responsibility are distributed across different levels of government.

The collaboration with Universitas Negeri Surabaya (UNESA), the UNESCO Science Center, the Ministry of Public Works, and other supporting institutions demonstrates that strategic partnerships enhance educational quality, student development, and infrastructure readiness. Nevertheless, the findings indicate that long-term program sustainability cannot rely solely on inter-organizational collaboration if institutional capacity at the local level remains underdeveloped. The absence of a permanent local institutional structure increases dependence on central government coordination and may reduce policy adaptability over time. Consequently, strengthening local institutional arrangements, expanding decision-making authority, and developing professional organizational capacity should become priority policy measures to ensure sustainable implementation. These findings contribute theoretically by demonstrating that institutional architecture is not merely an administrative structure but a strategic governance capacity that determines policy resilience, while practically highlighting the importance of empowering local institutions to sustain equitable educational access and long-term poverty reduction.

DISCUSSION

The analysis of the implementation of the Sekolah Rakyat Program in Surabaya City in this study uses the Integrative Capacity Framework proposed by Vince et al. (2024). This framework emphasizes that successful policy implementation is influenced by four main factors: policy coordination and cohesion, accountability-transparency-legitimacy, resource availability, and institutional architecture. These four factors are used to assess the extent to which

the Sekolah Rakyat Program can be implemented effectively in providing inclusive educational access for children from poor and vulnerable families in Surabaya City.

Based on the research findings, the implementation of the Sekolah Rakyat Program in Surabaya City has generally run quite well and shows a strong commitment from both the central and local governments to support educational equity. This program does not only provide free formal education services but also integrates a boarding education system, character development, fulfillment of students' basic needs, and continuous social assistance. However, program implementation still faces several challenges, such as the dominance of top-down policy, the need to strengthen human resources, adjustments to facilities and infrastructure, and the need to strengthen institutions at the local level. Therefore, the discussion of research findings focuses on the four implementation factors according to Vince et al. (2024) to obtain a more comprehensive picture of successes, constraints, and improvement efforts in the implementation of the Sekolah Rakyat Program in Surabaya City.

Policy Coordination and Cohesion

Policy coordination and cohesion are important factors in determining the successful implementation of the Sekolah Rakyat Program in Surabaya City. The findings show that program implementation involves various actors, including the Ministry of Social Affairs, the Surabaya City Government, the Social Service, the school, teachers, foster guardians, and supporting institutions such as UNESA. The involvement of these various parties enables formal education, character development, and dormitory services to run in an integrated manner. The synergy formed shows an effort to integrate education policy with social protection policy so the program is not only oriented toward improving educational access but also toward strengthening the welfare of students from poor and vulnerable families.

In its implementation, the coordination pattern that has formed still tends to be top-down because most technical policies, implementation mechanisms, and target determination are set by the Ministry of Social Affairs. Local government, especially the Surabaya City Social Service, acts as an implementation facilitator, data verifier, and administrative supporter for the program. Coordination is also seen through the involvement of social assistants such as the Family Hope Program (PKH), TKSK, and Tagana, who conduct field surveys and family profiling based on the Integrated Social Welfare Data (DTKS). This mechanism ensures that admitted students truly come from target groups that meet the program criteria.

Although challenges remain, including student adaptation to the boarding system and institutional adjustment at the local level, the coordination established shows that the implementation of the Sekolah Rakyat Program has run quite effectively and has become the main foundation of program success. However, the findings also indicate that coordination remains predominantly top-down because most strategic decisions, implementation mechanisms, and program standards are determined by the central government. While this model facilitates policy uniformity, it also limits the flexibility of local governments to adapt implementation strategies to local needs and emerging challenges. From the perspective of the Integrative Capacity Framework, effective policy coordination requires not only vertical integration but also stronger horizontal collaboration and greater local decision-making capacity to ensure long-term program responsiveness and sustainability.

Accountability, Transparency, and Legitimacy

The successful implementation of the Sekolah Rakyat Program is also influenced by accountability, transparency, and legitimacy. The findings show that the program is implemented through relatively clear and structured procedures, from student selection, learning implementation, and dormitory development to evaluation of learning outcomes. The selection process is based on DTKS deciles 1 and 2 data verified through field surveys and family profiling. This mechanism shows the government's effort to ensure that educational assistance is truly received by communities in need, thereby increasing program accountability and target accuracy.

In the academic aspect, Sekolah Rakyat continues to implement the national curriculum like formal schools in general. However, the school makes adjustments through a matriculation program that aims to strengthen students' basic abilities in literacy, numeracy, religious education, and English. This program represents the responsibility of educational institutions in preparing students from diverse academic backgrounds so they can follow the learning process optimally. In addition, the boarding education system enables the school to integrate academic learning with character education, discipline, and religious guidance carried out structurally in students' daily lives.

In terms of transparency, the school provides space for teachers to develop learning methods that suit students' needs. The use of facilities such as smartboards, projectors, educational games, group discussions, and activity-based learning shows an adaptive and participatory approach. Evaluation is also conducted openly through academic report

cards, dormitory report cards, and routine coordination among teachers, foster guardians, dormitory guardians, and Guidance and Counseling teachers. This measurable evaluation system strengthens the program's legitimacy in the eyes of the community because it can show students' development comprehensively. Thus, the Sekolah Rakyat Program is not only viewed as a free education assistance program but also as a social empowerment instrument oriented toward improving the quality of human resources as a whole. Thus, the Sekolah Rakyat Program is not only viewed as a free education assistance program but also as a social empowerment instrument oriented toward improving the quality of human resources as a whole. Nevertheless, accountability should not be interpreted solely as compliance with administrative procedures and accurate beneficiary selection. Sustainable accountability also depends on continuous monitoring, feedback mechanisms, and adaptive evaluation involving local stakeholders. Without stronger local participation in evaluating program implementation, accountability risks remaining procedural rather than becoming an instrument for continuous policy improvement.

Overall, the findings indicate that the successful implementation of the Sekolah Rakyat Program cannot be explained solely by the availability of policy support, funding, or educational facilities. Rather, implementation effectiveness depends on the interaction among policy coordination and cohesion, accountability and legitimacy, resource capacity, and institutional architecture as proposed by Vince et al. (2024). Although these dimensions generally function well, the study demonstrates that centralized decision-making, limited professional mentoring personnel, and relatively weak institutionalization at the local level remain the main constraints to achieving sustainable implementation. These findings extend previous studies that primarily emphasized the educational benefits of Sekolah Rakyat by showing that long-term policy success is also determined by the government's capacity to strengthen institutional governance, expand local implementation capacity, and develop adaptive coordination mechanisms.

Resource Availability

Resource availability is a decisive factor in supporting the successful implementation of the Sekolah Rakyat Program. Based on the research findings, this program is supported by two main integrated systems, namely formal education and boarding education. In the academic aspect, the school applies the national curriculum combined with a matriculation program as an effort to adjust students' basic abilities. This step shows that program managers seek to align educational resources with the real conditions of students from diverse social and educational backgrounds.

From the human resource aspect, program implementation involves various supporting elements such as teachers, foster guardians, dormitory guardians, security staff, cleaning staff, and meal providers. The presence of foster guardians and dormitory guardians is an important component because they help build character and discipline and provide assistance while students live in the dormitory environment. However, the study found several obstacles at the initial implementation stage, such as changes in mentoring staff due to health reasons and limited kitchen facilities, causing student meal needs to still rely on catering services. Even so, these obstacles did not hinder program continuity because personnel adjustments and operational support were carried out gradually.

In terms of financing and facilities-infrastructure, the Sekolah Rakyat Program receives full support from the central government through the Ministry of Social Affairs and related ministries. All educational needs, dormitory needs, meals, uniforms, learning equipment, and students' daily needs are covered by the state so students can receive education without financial burden. In addition, the development of an integrated Sekolah Rakyat complex in the Kedung Cowek area of Surabaya provides evidence of the government's commitment to ensuring program sustainability. The complex is designed to include school buildings, dormitories, a canteen, a mosque, sports fields, and various other supporting facilities. Although adjustments are still needed regarding student quotas and education level development, the continuous strengthening of human resources, financing, and infrastructure shows that the program has strong potential for long-term sustainability. Although adjustments are still needed regarding student quotas and education level development, the continuous strengthening of human resources, financing, and infrastructure shows that the program has strong potential for long-term sustainability. However, the findings suggest that resource adequacy should not be assessed only in terms of financial support and physical infrastructure. The limited availability of professional mentoring personnel, particularly in psychology and counseling, represents a critical implementation challenge because students from vulnerable backgrounds require continuous psychosocial assistance in addition to academic support. This indicates that strengthening human resource capacity is as important as providing physical facilities to ensure that the objectives of boarding-based education can be achieved comprehensively.

Institutional Architecture

Institutional architecture is a factor that determines the effectiveness of governance implementation in the Sekolah Rakyat Program. The findings show that the program is still dominated by the central government through the Ministry of Social Affairs, which is responsible for policy formulation, student selection, teacher recruitment, and program operational management. Meanwhile, the Surabaya City Government through the Social Service and Education Office acts as an implementing partner that supports data provision, verification of prospective students, and technical implementation in the field. This centralized institutional pattern provides the advantage of uniform program implementation standards across regions.

However, the dominance of the central government causes the local government's room for decision-making to remain relatively limited. This condition shows that the institutional structure of the Sekolah Rakyat Program at the local level still needs strengthening so it can support program sustainability more independently. These findings suggest that the current institutional arrangement remains highly centralized, creating dependency on national policy direction and limiting opportunities for local policy innovation. Although centralized governance contributes to implementation consistency, excessive dependence on the central government may reduce institutional resilience if local governments are not gradually empowered to assume greater managerial and operational responsibilities. Therefore, strengthening local institutional capacity should be viewed not merely as an administrative adjustment but as a strategic requirement for sustainable policy implementation.

In addition to government bureaucratic support, program implementation is also strengthened through cross-institutional cooperation. One prominent form of collaboration is the partnership with Universitas Negeri Surabaya (UNESA), which provides learning facilities, temporary dormitories, and various student talent and interest development activities. This collaboration shows that the success of the Sekolah Rakyat Program does not only depend on government capacity but also on support from various stakeholders. With a clear division of roles among the central government, local government, and educational partners, the institutional architecture of the Sekolah Rakyat Program in Surabaya City has been able to support program implementation in a more structured manner, although local institutional strengthening is still needed so program implementation can run more effectively and sustainably.

CONCLUSION

Based on the research findings, this study concludes that the implementation of the Sekolah Rakyat Program in Surabaya City has generally been effective in expanding educational access for children from extremely poor, poor, and vulnerable families, thereby achieving the study's objective of analyzing policy implementation through the Integrative Capacity Framework. Viewed from the aspect of policy coordination and cohesion, the program has involved various stakeholders, such as the Ministry of Social Affairs, the Surabaya City Government, the Social Service, UNESA, teachers, and foster guardians, so program implementation can run in an integrated manner. The program also has strong legitimacy because it is supported by national policy and a student selection mechanism that uses social welfare data, making the target beneficiaries more accurate.

From the resource aspect, the Sekolah Rakyat Program is supported by government funding that covers education, dormitory, meals, learning equipment, and student health services. In addition, the availability of facilities and infrastructure such as classrooms, laboratories, libraries, dormitories, dining rooms, sports facilities, and worship facilities has optimally supported the implementation of boarding education. However, the study found several constraints, such as limited professional assistants in psychology and counseling, policy dominance that remains centered on the central government, and the absence of a permanent institution that specifically handles the Sekolah Rakyat Program at the local level.

The findings demonstrate that the Integrative Capacity Framework provides a useful analytical perspective for explaining how policy coordination and cohesion, accountability, transparency and legitimacy, resource availability, and institutional architecture interact to influence the implementation of the Sekolah Rakyat Program at the local level. This indicates that successful policy implementation depends not only on policy design but also on the capacity of institutions and stakeholders to coordinate and sustain implementation.

Therefore, strengthening regional coordination mechanisms, increasing the availability of professional mentoring personnel, and establishing stronger local institutional arrangements should become priority policy measures to ensure the long-term sustainability of the program. These efforts are essential to optimize the role of the Sekolah Rakyat Program as a sustainable policy instrument for expanding equitable educational access and breaking the cycle of intergenerational poverty.

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