Abstrak

Penelitian ini bertujuan untuk menganalisis efektivitas Peraturan Daera (Perda) Kota Gorontalo Nomor 15 Tahun 2017 tentang Pengelolaan dan Penyelenggaraan Pendidikan dalam menanggulangi masalah anak putus sekolah (APS). Metode penelitian yang digunakan adalah yuridis-empiris dengan pendekatan kualitatif. Data primer dikumpulkan melalui wawancara mendalam dengan Dinas Pendidikan, pengelola PKBM, dan tutor, serta observasi di lokasi penelitian. Data sekunder meliputi dokumen Perda, data statistik APS, dan laporan kinerja instansi. Hasil penelitian menunjukkan bahwa Perda ini belum efektif, yang ditandai dengan masih tingginya dan bahkan meningkatnya angka APS di Kota Gorontalo. Ketidakefektifan ini disebabkan oleh faktor penghambat sistemik yang meliputi: (1) Faktor Substansi Hukum: Norma dalam Perda yang terlalu umum, tidak operasional, dan tidak dilengkapi Peraturan Walikota sebagai petunjuk pelaksanaan, serta ketiadaan sanksi; (2) Faktor Sarana/Fasilitas: Kegagalan alokasi APBD murni untuk mendukung program, sehingga hanya mengandalkan dana APBN yang terbatas; (3) Faktor Struktur Hukum: Birokrasi yang pasif, lemahnya koordinasi antar instansi, dan tidak adanya unit kerja khusus yang menangani APS secara proaktif; (4) Faktor Masyarakat dan Kebudayaan: Dominannya faktor ekonomi (opportunity cost) dimana anak dipaksa bekerja, serta adanya stigma sosial terhadap pendidikan non-formal. Disimpulkan bahwa Perda Nomor 15 Tahun 2017 gagal berfungsi sebagai alat rekayasa sosial yang efektif akibat kesenjangan antara norma hukum di atas kertas *(law in books)* dengan realitas sosial-ekonomi dan ketiadaan dukungan implementatif di lapangan *(law in action)*. Rekomendasi yang diajukan adalah revisi Perda untuk memasukkan sanksi dan langkah operasional, pembentukan satuan tugas khusus, serta integrasi program pendidikan dengan jaring pengaman sosial untuk mengatasi akar masalah kemiskinan.

Kata Kunci: Efektivitas Hukum, Peraturan Daerah, Anak Putus Sekolah, Pendidikan Non-Formal, Kota Gorontalo.

Abstract

This study aimed to analyze the effectiveness of Gorontalo City Regional Regulation (Perda) No. 15 of 2017 concerning the Management and Administration of Education in addressing the issue of school dropout children (APS). The research employed a juridical-empirical method with a qualitative approach. Primary data were collected through in-depth interviews with the Education Office, PKBM managers, and tutors, as well as observations at research sites. Secondary data included documents related to the Perda, statistical data on APS, and institutional performance reports.The findings indicated that the Perda had been ineffective, as evidenced by persistently high and even rising rates of APS in Gorontalo City. This ineffectiveness stemmed from systemic hindrances, including: (1) Legal Substance Factors: The norms in the Perda were overly general, non-operational, and lacked Mayor Regulations for implementation guidelines, as well as the absence of sanctions; (2) Facilities/Supplies Factors: The failure to allocate the local government budget (APBD) sufficiently to support the program, resulting in reliance on limited national budget (APBN) funds; (3) Legal Structure Factors: Passive bureaucracy, weak inter-agency coordination, and the absence of a dedicated unit addressing APS proactively; (4) Societal and Cultural Factors: Predominantly economic factors (opportunity cost) forcing children to work and the existence of social stigma against non-formal education.The study concluded that Perda No. 15 of 2017 failed to serve as an effective social engineering tool due to the gap between legal norms on paper (law in books) and social and economic realities, as well as the lack of implementation support on the ground (law in action). Recommendations included revising the Perda to incorporate sanctions and operational measures, establishing a special task force, and integrating educational programs with social safety nets to address the root causes of poverty.

Keywords: *Legal Effectiveness; Regional Regulation; School Dropouts; Non-*Formal Education; Gorontalo City.