

UDC 331

## **POLICY IMPLEMENTATION ANALYSIS OF ASSISTANCE FOR POOR STUDENTS IN TOMIA TIMUR SUB-DISTRICT OF WAKATOBI DISTRICT**

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### **ABSTRACT**

The 2015 Assistance for Poor Students (BSM)/Smart Indonesia Program (PIP) was assistance from the government in form of an amount of money given directly to the students at all levels of primary and secondary education in accordance with the determined criteria. This research aimed to describe and analyze the 2015 BSM/PIP program management in Tomia Timur Sub-district Wakatobi District. This research was based on the qualitative research. The research result revealed that school side has proposed the name of BSM/PIP's recipients in accordance with the procedure set in the 2015 technical guideline of BSM/PIP. However, this result of proposal, after being determined by Wakatobi Education and Culture Service, still left several problems like the recipients should not receive it since their parents were a civil servant (PNS) and a successful entrepreneur while on the other hand was found a poor student but not proposed as a BSM/PIP's recipient.

### **KEY WORDS**

Public service, policy, implementation, poor student.

Indonesia is the fourth largest population in the world after China, India and the United States. In 2010, the number of Indonesia population was 237,641,326 million inhabitants; they are divided into two; those who live in the urban area (118,320,256) million inhabitants and those who live in the rural area (119,321,070) million inhabitants (BPS, 2013). According to the Central Statistics Agency (BPS), total poor Indonesia population was 35 million inhabitants (Ananta, 2013).

According to that data of total poor community so that it can be made sure there will be many children in Indonesia forced to "bury" their dream to get higher education because of school fees. Data of the Ministry of Education and Culture shows that in 2007 of 100% children entering primary school, it was only 80% who continued their school and graduated, while the other 20% did not complete their school. From 80% graduating from primary school, it was only 61 percent who continued to Junior High School or equivalent graduate. Later on, from that number, it was only 48 percent of the students who completed their school. Meanwhile, from that 48 percent, those who continued to Senior High School only 21 percent and it was left only 10 percent who graduated. The children who continued to the university were only 1.4 percent. In order to alleviate that problem, the government has initiated various assistance programs provided to the student threatened drop-out since school fees issue, not to mention Assistance for Poor Students (Sundari, 2013).

Wakatobi District of South East Sulawesi as explained by Secretary of Wakatobi Education and Culture Service that the number of students receiving BSM is 8,000 students across most of the school in Wakatobi District. In its implementation, to make this program can run well so that it needs to conduct monitoring and evaluation. This activity can show how far this program runs as planned, what has been conducted, what has never, what obstacles happened and what kind of effort made to overcome that problem.

Internal monitoring and evaluation especially those related to channeling, taking, absorption and utilization of BSM grant seem like not enough yet to guarantee that the program is precisely- targeted as emphasized in the program operational guideline so that it will only leave various problems in its implementation stage. Those several problems are among others there are still many students who do not receive BSM since having no Social Security Card (KSP) as a requirement to be a recipient of BSM, secondly, BSM's recipient

does not hit the mark since there are children who actually are not capable enough to receive it but in reality they get it (BSM). Thirdly, at the operational standard implementation stage related to the acceptance of BSM in a remote area or far from post office, but the fact at field does not run as the mechanism set.

In this context, this research is the effort of external side that is Higher Education to give more contribution in the process of monitoring and to guarantee the precisely-targeted program implementation from the aspect of policy output at the level of SD (primary school), SMP (Junior High School) and SMA (Senior High School).

## LITERATURE REVIEW

Hugh Heclo (as quoted in Soenarko, 1998), defined policy as a direction of an activity fixed on the achievement of several purposes. Dye (1992) defined policy as "is whatever government chooses to do or not to do. Moreover, Dye said that if the government chooses to do something so it has to have a purpose. In addition, that state policy has to cover all government activities. It actually is not exclusively about a statement of government or official's willingness only. On the other hand, something not conducted by the government is categorized under state policy. This is caused by "something not conducted" by the government will have an impact that is same as "something conducted" by the government.

Islamy (2002:20) proposed several important elements from public policy, they are; (1) That the initial form of state policy is the determination of government actions, (2) That the state policy is not adequate enough to be only stated but have to be executed, (3) That state policy either to conduct something or not to conduct something has and based on the particular goal and purpose, (4) That state policy has to be always aimed to the interest of all society.

Policy implementation means an effort to actually realize an alternative that has been chosen to overcome a problem (Islamy, 2003). This includes all good activities performed by both government and private side (individually or jointly) directed to achieve the goal (solving problem) that has been set.

According to Horn (as quoted in Wahab, 1997) implementation are those actions public or private individuals (or group) that are directed at the achievement of objectives set forth in prior policy decisions.

According to the opinion above, it can be seen that implementation comprises:

- Being enacted Law and followed by policy output in form of policy implementation by agents who implement it;
- Target group's obedience to that policy;
- Real influences both being agreed and not agreed from that policy output;
- Policy influences as being perceived by policy maker agent.

Marse (as quoted in Sunggono, 1994) identified several aspects that influence policy implementation, i.e. (1) policy content that will be implemented, (2) information level from involved actor, (3) the amount of support for policy implemented, and (4) potential allocation. Another factor that influences policy implementation is as proposed by Edwards (1980:10), that there are four (4) factors that influence the implementation of a policy: (1) Communication, (2) Resources, Disposition of the actors, and Bureaucratic Structure.

Lewis A. Gunn (1984, as quoted in Islamy, 2002) proposed public policy implementation as follows:

Stage 1 comprises activities:

- Developing a program plan by determining the purpose clearly;
- Determining implementation standard;
- Determining procedure that will be used and the time of execution.

Stage II, is a program implementation by empowering the structure of staff, resources, procedure, cost and the method.

Stage III comprises activities:

- Fixing the schedulee;

- Doing monitoring;
- Doing supervision to guarantee the smooth of program execution so that if there is irregularity or violation can be taken a proper action soon.

### METHODS OF RESEARCH

This was a qualitative-based research. This research tried to describe objectively and completely output policy of BSM in Tomia Timur Sub-district Wakatobi District of Sout East Sulawesi. Policy output description observed includes four main indicators, i.e. (1) Recipient proposal; (2) Recipient Determination; (3) Grant Channeling and (4) Grant Taking. The subject of this research was grant management of BSM at SD, SMP, and SMA in Tomia Timur Sub-district. Giving the number was relatively small so that the sampling collection technique was using census method (saturated sample method) that was sampling collection technique if all population members used as a sample. Data collection in this research was conducted through several techniques, i.e. interview, documentation, and observation.

### RESULTS OF STUDY

*Proposal and Determination of BSM/PIP recipients.* The most important stage in the implementation of BSM/PIP implementation is proposal process of BSM/PIP recipients. This process was fully the responsibility of school side whose process was conducted through the delivery of the Center for Education Data (dapodik). Students fulfilling the requirement as stated in the technical guidance of BSM/PIP were proposed to get assistance grant. The problem that then became an obstacle in the field was the school had no database about the students having BSM card/Indonesia Smart Card (KIP)/Social Security Card (KPS). This was caused by the one who provides that card was the sub-district government where the students resided. In addition, students having those cards also did not hit the mark since it actually was gotten by students who have a privilege even their parents were a PNS.

This problem was continuously growing until the proposal output gotten from the dapodik showing that there was a BSM/PIP recipient who was not proposed by school side, there was a recipient of BSM/PIP who has a privilege like having parents whose profession was a PNS or a successful entrepreneur while on the other hand student who truly had no a privilege listed as one of the BSM/PIP recipients indeed. This indicated the lack of accuration from the proposer in proposing data in dapodik and the lack of accuration from Wakatobi Education and Culture Service in making sure data validity of school proposal before being set and sent to the Directorate of National Education. The impact of the less accuration was students being injured and their rights to receive BSM/PIP was slowed down.

Table 1 – List of sample

No	School	Sample
1	Elementary School	SDN 1 Kahianga SDN 2 Kahianga SDN Wawotimu SDN Lagole SDN Kulati SDN 2 Timu SDN 1 Timu SDN 1 Usuku SDN 2 Usuku SDN 3 Usuku SDN Lawanata SDN Tongano Barat
2	Junior High School	SMPN 1 Tomia SMPN 3 Tomia SMPN 4 Tomia SMP Satap Wawotimu SMP Satap Kulati
3	Senior High School	SMAN 2 Tomia

Source: *Wakatobi in Number*, 2015.

The lack of accuracy in making sure data validity at the process of BSM/PIP recipient proposal impacted on the disadvantage received by the students. In the perspective of policy implementation theory, this was a form of policy content abandonment involving technical problem Merse (as quoted in Sunggono, 1994). Technical problem abandoned by school side was making sure student data validity proposed was truly a student who was capable to receive it. This content abandonment was also performed by Wakatobi Education and Culture Service which did not coordinate data validity again received from school side.

In addition to the content abandonment problem, government policy information about BSM/PIP has not socialized among the society especially student's parents so that government effort to get a card as one of the main requirements was abandoned among the society. Moreover, George Edwards III (1980) revealed that communication factor was one of the factors that influence policy implementation. In the context of BSM/PIP policy implementation as a result of the lack of information among the stakeholders causes a not-achieved-yet the main target of BSM/PIP fairly. This matter is indicated from the existence of the students receiving BSM/PIP while on the other hand, they have a capability in financing their school (their parents were a PNS and a successful entrepreneur) even there were students actually not proposed by the school but the name of students noted as BSM/PIP recipients.

*Channeling and Taking of BSM/PIP grant.* Channeling stage of BSM/PIP grant in Tomia Timur sub-district, Wakatobi District actually has been in accordance with the 2015 PIP technical guideline. It only found a serious problem if the grant was directly transferred to the students' account. Especially for schools located in Tomia Timur sub-district, Wakatobi District, the school side has gotten coordination from Wakatobi Education and Culture Service to directly prepare all documents required, a problem in preparing this filling was the headmaster has to repeatedly process it in Wangi-Wangi geographically was far since crossing the sea and spending a lot of money to transportation and accommodation fee. After the filling ends, the result is brought to the bank and waiting for days to be then transferred. During the process at the bank, school side has to wait again for coordination from the bank, i.e. BNI for SMA and BRI for SD and SMP. At this process, for all headmasters in Tomia Timur sub-district, Wakatobi District whose domicile was very far from the capital city and the extreme condition in Wakatobi waters, those all became a problem.

With such a geographical condition, it can be made sure that school side has to help students of BSM/PIP recipients in terms of grant taking in Wangi-Wangi so that through a discussion with parents were agreed that BSM/PIP grant taking was conducted by Headmaster. This decision was taken under the consideration if the students themselves who manage, it would truly spend a lot of money even that BSM/PIP grant will run out to be used to transportation and other accommodation fees.

After BSM/PIP grant has been taken by school side so that the school side distributed it to all students of BSM/PIP recipients. In the process of BSM/PIP distribution was found several facts: Firstly, there was a school that cut the size of BSM/PIP grant as much as the student's willingness for transportation and accommodation cost during the BSM/PIP processing in the capital city whose distance was relatively far from Tomia Timur, any amount ranges between, Rp20.000-Rp50.000 (US\$1.41-US\$3.54) per student; Secondly, there was a school whose number of students receiving BSM/PIP was small but not listed a BSM/PIP recipient so that the school side or the headmaster distributed BSM/PIP grant proportionally to all students after passing through parents' agreement; Thirdly, Wakatobi Education and Culture Service did not conduct an evaluation to the school side to make sure that BSM/PIP has been accepted by BSM/PIP recipients..

Theoretically, the problem above can be returned to the Bureaucratic structure in Wakatobi District. George Edwards III (1980) identified four (4) important factors that influence implementation of a policy : (1) Communication; 2 (Resource); (3) Disposition or attitude of all actors and (4) Bureaucratic structure. In a bureaucratic structural way, Wakatobi District was in an island geographically separated from the sea. Under a condition like this, this policy on BSM/PIP did not assure the achievement of the main target of BSM/PIP reviewed from its utilization aspect.

In the perspective of public policy implementation, in order to streamline policy implementation set so that needed various stages of policy implementation. Lewis A. Gunn (1984, as quoted in Islamy, 2002) proposed a number of implementation stages below:

Stage I comprises following activities:

- Developing a program plan by determining the purpose clearly;
- Determining implementation standard;
- Determining procedure that will be used and the time of execution.

Stage II was a program execution by empowering the structure of staff, resource, procedure, cost, and method.

Stage III consists of the following activities:

- Fixing the schedule;
- Doing monitoring;
- Doing supervision to guarantee the smooth of program execution so that if there was an irregularity or violation can be taken a proper action soon.

Following Lewis A. Gunn's (1984) ideas above, program performance standard, monitoring and supervising to guarantee the smoothness of program performance to be an important element in assuring performance accountability. However, in its process, this process was not run well like the expected in the BSM/PIP performance standard in Wakatobi District. As a result, a recommendation from Van Meter and Van Horn (as quoted in Islamy, 2003:39) and Hagwood and Gunn (as quoted in Wahab, 1997) which among other requiring performance standard variable and communication among the element involved in achieving precisely-targeted BSM/PIP implementation and equitable.

## CONCLUSION

Generally, policy implementation of BSM/PIP in Tomia Timur sub-district Wakatobi District especially related to the process of BSM/PIP recipients proposal, BSM/PIP determination proposal, grant taking and channeling process of BSM/PIP has been running well in accordance with operational standard set in the 2015 technical guideline of BSM/PIP.

Even though the operational standard set has been running but still have a number of problems that then implicates into the not-achieved-yet the main target of BSM/PIP program precisely targeted and fairly, among other:

- At the stage of BSM/PIP recipient proposal has been done by school side in accordance with the procedure that has been set in the 2015 BSM/PIP technical guideline. However, this proposal result still leaves problem despite has been set by Wakatobi Education and Culture Service, not to mention there is BSM/PIP recipient whose parents are a PNS and a successful entrepreneur, while on the other hand found a poor student but not listed as BSM/PIP recipient.
- At the stage of BSM/PIP grant channeling, a school in Tomia Timur sub-district has to prepare requirement document (collective power of attorney, account proposal requirement and etc) so that BSM/PIP can be channeled to the student's account. This stage needs much more cost to transportation and accommodation since has to across to the capital city of Wakatobi in Wangi-Wangi whose distance is really far. During the process of preparing this document, BSM/PIP cost is not directly sent to the students' account but has to wait for weeks to get information about BSM/PIP grant disbursement from the channeling bank. BSM/PIP grant taking process is conducted collectively by headmaster after getting a letter of attorney from the parents of BSM/PIP recipients. This is conducted because of the students of BSM/PIP recipients are impossible to receive it directly by themselves since the distance is too far and it needs more money to transportation and accommodation cost.
- At the process of BSM/PIP fund distribution, several schools especially those whose students are only a little and having poor students but not receiving BSM/PIP, school

side initiated to distribute the fund to all poor students under the agreement of the parents of BSM/PIP recipient.

*Research Limitation and Suggestion for Future Research.* This research more focuses on the implementation of BSM/PIP policy as described in the 2015 PIP technical guideline, so that the impact resulted as policy output is not unraveled yet. A future research is suggested to be able to focus the study on the evaluation of BSM/PIP policy in Tomia Timur sub-district, Wakatobi District.

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