



## POLICY IMPLEMENTATION OF PROGRAM INDONESIA PINTAR HIGH SCHOOL LEVEL IN THE CITY OF BENGKULU

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### A B S T R A C T

The Indonesian government's efforts to provide the widest opportunity for the community to obtain educational services from elementary to junior high school, one of which is through the Smart Indonesia Program (PIP), especially for poor families. However, in reality, there are still dropouts from families below the poverty line, such as Bengkulu City. This study used a qualitative approach and the informants used in this study were the Head of the Bengkulu Province Education and Culture Office, the Principal and parents of students at the Bengkulu City High School. The results of the study based on the theory of implementation of George C. Edwards III, namely the communication aspect which still lacks PIP policy socialization activities, the resources (facilities and infrastructure) are adequate with the availability of computers and internet networks in each school, in the disposition aspect there are no technical instructions the formation of a PIP management team, but the school took the initiative and was responsible for managing PIP policies and there was no budget for PIP policy management at both the provincial and school levels. This PIP policy requires guidelines for implementation, evaluation and monitoring so that this program can be implemented effectively and efficiently.



## INTRODUCTION

Based on the National Education System Law, it is hoped that education will become a strong foundation for achieving the progress of the nation in the future, even more importantly as a provision in facing the global era with intense competition between nations. Thus, education is an absolute requirement that must be met because it is a determining factor for a nation to be able to win global competition.

The provision of education is intended to provide knowledge to make improvements in lifestyle to students. Saroni (2013: 9) states that education or teaching is needed as a conscious effort to make students an important figure in life and the change in question is to prepare students as someone who is able to face every change in life.

Educational development is one of the programs that is the main priority in the national development agenda. This is supported by Bapenas (2018) data regarding the Priority Program Framework for Equitable Quality Education Services during the administration of President Ir. Joko Widodo and Yusuf Kalla in 2014-2019 making education a priority for government programs, in detail can be presented in the following figure:

Sumber : Bapenas, 2018

Figure 1: Quality Education Service Equity Priority Program Framework

Bapenas (2018) states that quality development in the 2017 RKP is drawn up with the theme, "Spurring Infrastructure and Economic Development to Increase Job Opportunities and Reduce Poverty and Inter-Regional Inequality". Furthermore, the theme of the 2018 RKP is, "Spurring



Investment and Infrastructure for Growth and Equity". As the final year for implementing the 2015-2019 RPJMN, the 2019 RKP is more focused on Indonesia's human development with the theme, "Equitable Development for Quality Growth.

The Indonesian government has formally made efforts to equalize education from elementary to secondary school, followed by compulsory education for nine years. These efforts appear to refer more to expanding opportunities for education. Equitable education is carried out by striving so that all levels of society can enjoy education regardless of their age, time, or place of residence, that is, both in cities and villages remain the same.

All Indonesian citizens are entitled to education, but not all of them are able to access education so that the government's objectives in implementing compulsory education have not been fully achieved. Rohman (2009: 245) explains that the problem of equitable education arises because the 1945 Constitution has mandated that all citizens have the right to receive teaching / education. Therefore, the government must provide education evenly for all Indonesian people.

Government efforts to provide the widest possible opportunity for the community to obtain educational services,

one of which is through the Smart Indonesia Card program. KIP is a solution in providing opportunities for lower-level people to get educational services, it can be seen in table 1.1 that the percentage of people with the lowest economic status (quartile 1) who graduated from high school is much lower than those in the top economic status (quartile 5), namely 14.74 % versus 36.90%. The program is expected to be able to build a superior generation and young people to get a decent education. The Indonesia Smart Card Policy is a government program launched to solve problems that occur because there are still cases of students who are still school age but drop out of school due to financial difficulties. Based on BPS data (2018: 81) students dropping out of school for SD level is 0.51% (32,127 people), SMP is 1.67% (51,190 people) and SMA is 2.94% (31,123).

The Indonesia Smart Card is really needed by students who come from underprivileged / poor families, because students who come from poor families are very vulnerable to dropout problems. This is because the economic condition of the students' families is not very supportive, so that these students decide to quit school and choose to work.

Sugiyasari's research (2017) shows that the implementation of PIP through KIP in terms of implementation theory by George C. Edwards III (1980), the communication aspects of PIP are communicated at certain events such as workshops. Adequate equipment resources such as computers and wifi. There are 2 PIP managers. The findings of this study indicate that PIP is communicated at certain events by inviting only the principal and not the KIP management team. Aspects The information regarding proposing and disbursing funds is clear. The role of the school includes proposing, socializing, and making certificates. Supporting factors: communication, support, equipment

resources, and information. Constraining factors: communication, capital resources and data accuracy.

Another researcher, Rini (2016) shows that the supporting factor for KIP implementation is the presence of information from the official on a regular basis to schools and online, Dapodik (Basic Education Data) is used by the government as an indicator of targeting KIP recipients, mutual trust between schools with students and their parents regarding the use of KIP funds, students become more active because school equipment can be fulfilled. Another finding in his research was that there were weaknesses in the implementation of PIP policies, namely the absence of an evaluation of the KIP program that was carried out every period of the program causing changes in the mechanism or inaccuracies in the use of aid funds, as well as difficulties in collecting receipts or evidence of use of KIP funds.

Policy is a set of goals and objectives of government programs. The definition of policy according to Kartasamita (in Widodo, 2010: 13), is an attempt to understand and interpret what is done (or not done) by the government regarding a problem; what causes or affects; and what are the effects and impacts of the policy.

Michael Howlet and M. Ramesh in Desi (2018) state that the public policy process consists of five stages as follows: Agenda setting, namely a process so that a problem can get attention from the government, policy formulation, namely the process of formulating policy choices by the government, decision making, namely the process when the government chooses to take an action or not take an action, policy implementation, namely the process for implementing policies in order to achieve results, policy evaluation ( policy evaluation), namely the process of monitoring and assessing the results or performance of policies.

Based on these studies, it can be concluded that there are several aspects that support the PIP implementation policy, including communication, socialization, bureaucracy and feelings of attitude. These four aspects are also in accordance with the implementation theory put forward by George C. Edwards III (1980) which includes aspects of communication (communication), resources (resources), dispositions (dispositions), and bureaucratic structure (bureaucratic structure).

Tabel 1 Recipients of High School Level PIP Assistance in Bengkulu City 2015-2018

No.	period	Total resipient students	Total disbursed	Total Notrealize	The undisbursed percentage
1	2015	2.072	1.910	162	7.82%
2	2016	2.757	2.409	348	12.62%
3	2017	3.027	2.760	267	8.82%
4	2018	3.064	2.376	688	22.45%

(Sumber SiPintar-Kemendikbud yang dapat diakses pada <https://pip.kemdikbud.go.id>)

The data shows that in the disbursement of PIP funds at the high school level of Bengkulu City from 2015-2018, there was an increase in the total funds that had not been disbursed. This problem will become an attraction in reviewing the implementation of PIP policies, especially in SMA Bengkulu City.

The funds are used by students to buy school supplies, including buying stationery, bags, shoes, and others. The student receives assistance from the Smart Indonesia Card (KIP) based on the family of the Prosperous Family Card (KKS) and the Family Hope Program (PKH) that is sent from the central government. The existence of the Indonesia Smart Card (KIP) policy originating from this center encourages schools to implement it operationally. Therefore, this research needs to be carried out because it can

provide a more detailed description and explanation regarding the implementation of the Smart Indonesia Program policy in an effort to equalize education, especially in SMA Kota Bengkulu which is viewed from the point of view of PIP socialization to the community, determination of PIP participants and how PIP funds are used. Based on the background of the problems above, the identification of problems in this research includes Bengkulu City, which is one of the districts / cities in Bengkulu Province which has a low percentage of poverty that has decreased during the last three years because it has not reached the target as expected. Meanwhile, the government has launched a policy to help the poor in education, namely the Smart Indonesia Program (PIP). The implementation of PIP policies will affect the success of the education equality program.

## Research methods

This research is a qualitative research, namely research based on the problems posed in the research which prioritizes the problems of process, meaning, understanding, interaction, and complexity. This study used a purposive sampling technique, which is a non-random sampling of informants. Therefore, the informants needed in this study are the Education and Culture Office Staff in charge of the Indonesia Smart Card, the school principal, students receiving the Smart Indonesia Card (KIP), and parents of KIP recipient students. The object of this research is the implementation of the Smart Indonesia Program Policy (PIP) in 2018.

This research was conducted in Bengkulu City Senior High School. The reason for choosing the school was because there were quite a lot of recipients of the Indonesia Smart Card (KIP) aid for the high school level of Bengkulu City in 2018, namely 1,853 students.

The data collection technique is the most strategic step in research, because the main purpose of research is to get data. According to Sugiyono (2017,194) data collection methods or techniques can be done by interview (interview), questionnaire (questionnaire), observation (observation), and a combination of the three. In this study, the main research instrument is the researcher himself, however the position of the researcher in qualitative research is quite complicated. Researchers are positioned as planners, data collection implementers, analyzers, data interpreters and at the same time the researcher becomes the reporter of the research results. The research instrument is also by making observation guidelines, interviews, and reviewing documentation.

## RESULTS AND DISCUSSION

This study focuses on the implementation of the PIP policy on high school education in Bengkulu City, consisting of the Head of the Bengkulu Province Education Office, the Principal, teachers, parents and students at each school including SMA N 1 Bengkulu City, SMA Negeri 5 Bengkulu City and SMA N 10 Bengkulu City. This chapter will discuss some of the research results as well as a discussion of the research that has been conducted by the researcher.

The Education Office in implementing PIP through KIP is not much directly involved. The Bengkulu Provincial Education Office is more involved in implementing PIP because for 2018 SMA is under the auspices of the Bengkulu Provincial Office. Based on observations made by researchers, the Office is involved in the socialization of PIP, community services related to PIP, recapitulation of PIP proposal data, and publication of PIP recipients and disbursement of funds. The strategy adopted by the Dinas is that the Dinas informs the school to be proactive to

the village or sub-district to check for KIPs that have not been taken.

The analogy of this statement is the same as conveyed by Mr. Budiman Ismaun, S.Pd.,

M.M as the Head of the Bengkulu Provincial Education Office, said that:

The Indonesia Smart Card is given especially to students from poor families or being affected by disasters or orphans. So that their lives will develop, it will be more different in the development of their education and the welfare of students because those who previously could not afford to snack become able to snack. In utilizing KIP funds, students use them to buy books, stationery, school uniforms, transportation to school, pocket money and tutoring fees additional students. (WAW / BI / 29/08/2019).

The description of the expression states that the recipients of the Smart Indonesia Card are students who come from families which, in terms of education funding, are still at an inadequate level. With the Indonesian Smart Card, it is expected to help meet the needs of school supplies. As one of the policy implementers, the school plays a role in socializing PIP to students. Schools socialize PIP orally in each class. Socialization is carried out by the vice principal of student affairs and assisted by teachers and other staff as. This is as expressed by an AD informant:

The duty of the BK teacher is to convey information to each class, for those who have KIP immediately report it to the BK. (WAW / AD / 28/08/2019)

School consistency also plays a role in proposing potential PIP recipients through KIP. Proposals are made by recording data on students who have KIP, KPS, KKS or according to the criteria for PIP recipients into the school dapodik system. The dapodik system contains the name of the student, address, KIP number, and the name of the student's parent. The school admin is tasked with entering student data

in the school dapodik system. As disclosed by the informant BS:

When proposing potential PIP recipients, the school enters the data and KPS number / certificate of incapacity into the school dapodik system. (WAW / BS / 20/08/2019)

This was also confirmed by BI informants:

... the school should suggest that there are rarely schools that do not propose because they (schools) also hope that there are no more disadvantaged children who do not go to school, there is a special format for children from underprivileged families but do not have KIP. (WAW

/ BI / 29/08/2019)

When the funds have been disbursed, the school is obliged to inform students and make a certificate from the principal as a condition for withdrawing funds at the channeling institution. This is as disclosed by AD:

The role of the school in terms of disbursing funds, when disbursing school funds, immediately notifies students that the funds can be taken and makes a certificate as a requirement for withdrawing funds, then students report to school when they have taken the funds. (WAW / AD / 28/08/2019)

This study describes the implementation of the Smart Indonesia Program through the Smart Indonesia Card in Bengkulu High School. Bengkulu City Senior High School.

The stages in policy include the policy agenda, policy formulation, policy adoption, implementation and evaluation. According to Widodo (2010: 96) the theory of implementation from the George C. Edward III Model proposes four aspects that support the success or failure of policy implementation. These four aspects include aspects of communication (communication), resources (resources), dispositions (dispositions), and bureaucratic structure (bureaucratic structure).

The implementation of the Smart Indonesia Program in 2019 is based on the Regulation of the Minister of Education and Culture No. 19 of 2016. The Smart Indonesia Program, hereinafter referred to as PIP, is assistance in the form of cash from the government given to students whose parents are not / are less able to pay for education. The implementation of PIP through KIP at SMA Kota Bengkulu can be described in four aspects, namely communication, resources, disposition and bureaucratic structure.

Communication Aspect As explained by Edward, policy communication is the process of delivering policy information from policy makers to policy implementers. PIP is communicated from the central government to the province and subsequently to schools and communities. PIP is socialized to the province in coordination meetings with managers in the regions. The coordination meeting discussed PIP in general. The material presented by the government was complete, but perceptions of receiving and understanding PIP varied. PIP managers in the province will socialize PIP to schools and communities. The socialization is not routine and only occurs at certain events such as workshops and coordination of school development programs. The target audience for the socialization was the principal who was not directly managing the PIP although sometimes the school manager (BK teacher) had also been invited. Bengkulu City Senior High School socializes PIP to students through oral notifications, BK teachers and student affairs teachers will convey information to all classes, students who have KIP (Smart Indonesia Card) are required to immediately report to school.

In line with this opinion, according to Najah (2016), policy communication includes three dimensions, namely the dimensions of transmission, clarity and consistency. In the transmission dimension,

PIP has been conveyed to the target group (students), the formulation of the program is also clear from the legal basis, mechanism, goals and objectives. In terms of consistency, PIP communication through KIP is still lacking, because PIP communication is only on certain events.

According to Winarno (2005: 128) the factors that encourage information ambiguity in the implementation of public policies are usually policy complexity, lack of consensus on public policy objectives, problems in starting new policies and the tendency to avoid policy accountability. So that the implementation of PIP is seen from the aspect of communication, it has limitations in the information on the program. Sometimes students don't know if they have a card so parents will be proactive by reporting to school. This actually helped in proposing potential PIP recipients.

Policy communication is not only about delivering programs to the target group, ideally it also discusses the challenges or difficulties faced so that alternative solutions to these challenges can be obtained. Based on the results of interviews and documentation carried out, PIP communication to schools is still at the program delivery stage in general, it has not discussed the problems that arise with the program. The target group being socialized has not directly involved PIP managers, it is feared that important information about PIP is not conveyed in full.

Resource Grindel's theory of policy implementation is determined by the policy content and policy context. The content of the policy includes the resources that are deployed (Tilaar & Nugroho, 2008: 221). The resources that are deployed are human, equipment, capital and information. There is not yet a Smart Indonesia Program Manager in Bengkulu City High School in particular, but this can still be coordinated by the education and

school offices with the help of teachers, student field staff and with the assistance of the school admin and treasurer. Based on the results of interviews and observations, the number of managers is sufficient and capable of carrying out their duties and roles. The equipment resources provided by Bengkulu City Senior High School and Bengkulu Provincial Office are complete and capable of supporting the implementation of PIP. The equipment resources referred to are buildings, computers and wifi. The technological skills provided by schools support the implementation of PIP, especially when proposing potential PIP recipients (entry in the education main data system). In, Rohman (2009: 134) states that the implementation of a policy implementation is a method by using tools and means to produce an impact / outcome from policy decisions. Usually the manifestation of this policy decision is in the form of a decision made by the government.

Information resources also supports the implementation of PIP. The information provided by the central government is complete, schools are also given technical instructions for the implementation of PIP during the socialization. If there are problems or want to ask further questions about PIP, the government provides a complaint contact. The Provincial Education Office and schools also sought their own information regarding recipient decrees, decree on disbursement of funds and other information related to PIP. Schools and the Education Office have difficulties with data on KIP recipients due to the limited information on the card. Dinas and schools find it difficult to trace students who have not received KIP. In this case, it indicates that there is still a lack of coordination and cooperation regarding the distribution of KIP, so that there are potential recipients of PIP who have not been on target.

In the context of budget resources is a supporting aspect in the implementation of PIP. This is in accordance with the opinion of Margaret E. Goertz (in Firdaus, 2018: 32) argues that education policy is related to the efficiency and effectiveness of the education budget. This in terms of capital resources also determines the implementation of PIP. PIP funds come from the central government which is imposed on the APBN. The funds are distributed to students whose parents are less fortunate, so that the amount of funds obtained is still insufficient to pay for education. Budget limitations also had an impact in terms of socialization, so that those invited to the socialization were school principals, not BK teachers.

### **Disposition**

Edward III (1980: 50) emphasizes that the success of policy implementation is not only determined by the extent to which policy actors (implementors) know what to do and are able to do it, but also by the willingness of those policy actors to have a strong disposition towards the policy that is being implemented. implemented.

Disposition is the character and characteristics possessed by policy implementers (Subarsono, 2005: 91). This character can be in the form of commitment, loyalty in carrying out policies. As explained by Van Meter and Van Horn, the disposition of the implementor includes three important things, namely the implementor's response to policies that affect the attitude, cognition and intensity of the implementor's disposition.

In implementing PIP at SMA Kota Bengkulu all school members support the implementation of the program. Based on the results of interviews and observations, BK teachers carry out their duties in terms of informing students and also making it easier for students to disburse PIP funds. From the description above, it is clear that

the guidance and counseling teachers are committed and responsible in carrying out their roles. The school also proposes students who match the criteria for PIP recipients. This indicates that the school understands the criteria for PIP recipients set by the government.

Students at Bengkulu City Senior High School who received the scholarship utilized PIP funds responsibly. Based on the results of interviews, students used PIP funds for educational purposes, such as buying school supplies and paying for tutoring. From the description, it is clear that students have an obedient and responsible attitude in using PIP funds.

There are also implementing personnel who are apathetic to the program from the government, based on the results of interviews with the Bengkulu Provincial Education Office, there are personnel who are apathetic to PIP because the program is a central government program so they do not want to take care of the program.

PIP managers have a sense of responsibility in implementing this program even though there is no specific budget in its management.

### **Aspects of Bureaucratic Structure**

Winarno (2005: 129) concludes: "the more layers or implementing actors involved in policy implementation, the more likely obstacles and distortions to be faced".

The bureaucratic structure in this study is limited to the role and strategy of schools in implementing PIP. PIP managers at the school level are handed over to BK teachers, other teachers and student assistants. In Bengkulu City Senior High School BK teachers are assisted by the school admin and treasurer in implementing PIP. The BK teacher is in charge of conveying information to students about the requirements that must be collected for proposals and informing

about the PIP recipient account number. The school admin is tasked with entering student data proposed in the Basic Education Data system (dapodik). The treasurer is in charge of checking students (PIP recipients) who still have a lack of school payments, when the funds are disbursed the funds can be used to pay off the shortage. From the above findings, it can be concluded that there is cooperation between PIP implementing personnel and school residents.

Bengkulu City Senior High School plays a role in socialization, proposing students, informing students when the funds have been collected, and making a certificate from the principal as a condition for withdrawing funds. Based on interview data and documentation, the school has carried out this role.

The strategy carried out by Bengkulu City Senior High School in implementing PIP is to facilitate the collection of the required conditions, as soon as possible to inform the account number to students and to try to propose eligible students to be proposed.

The essence of implementation is the impact after the program is declared effective (Joko Widodo, 2008: 86). When viewed from the objectives of PIP which are stated in the PIP technical guidelines, the expected impact is to reduce the dropout rate and increase the educational participation of the poor in obtaining educational services. When viewed from PIP recipients (students) the impact is to help students buy school supplies and reduce the cost of education.

From the research results that have been described, the supporting factors for policy implementation include parental support, information, collaboration between school managers and residents, and adequate facilities. As explained by Jan Merse in M. Hasbullah (2015: 95) there are 4 factors that cause the success and failure of implementation, namely information,

policy content, support and potential sharing. Information should be provided continuously so that there is no distortion about the formulated policies. Information that is a supporting factor here is related to the use of KIP and Decree (SK) regarding PIP recipients which are disseminated via the internet by the Central Government and the Education Office. Information regarding the use of the card is initial information for KIP recipients so that this information helps the card recipient, in that the card contains the flow that is carried out after receiving the card. Clear and complete information is important for BK teachers, especially regarding SK recipients of PIP, BK teachers download and provide information to the students concerned and the Education Office also publishes information about recipient decrees and the schedule for disbursement of funds on the education office website.

Another factor that supports the implementation of PIP in SMA Kota Bengkulu is adequate facilities. Based on the results of interviews, observations and documentation, it can be concluded that the facilities provided by the school are adequate and support the program. Facilities or equipment used in the implementation of PIP include computers and wifi. Van Meter and Van Horn explain that resources are influential in terms of policy implementation. Resources in question are human resources and non-human resources such as capital facilities and information. (Rosyid, 2012)

The inhibiting factors for the use of PIP include the lack of socialization about PIP, the notification of information that is always backward, the timing of funds disbursement is not in accordance with the needs and there is no monitoring from the related offices. From the results of the research presented, it was found that the obstacles in the implementation of PIP were, among others, the lack of coordination between channeling

institutions and schools regarding fund collection, sometimes students had come to the bank but the funds could not be disbursed. Furthermore, the obstacle to the implementation of PIP is the information related to the validity of the PIP recipient data. The school has proposed students who are considered to be in accordance with the criteria for receiving PIP, but these students are not designated as potential recipients by the government, while students who are proposed through the fraction are designated as potential recipients of PIP. The school is confused because it does not know the cause of the proposed student's failure to pass, if it is because the proposed student administration has met.

Another inhibiting factor is the distribution of the use of funds. Schools have difficulty monitoring the use of PIP recipient funds. This is because the PIP implementation guidelines do not require schools to report the use of funds. Unlike BOS, schools are obliged to make reports on the use of funds so that transparency of funds is clear. The absence of an accountability report has led to the perception that PIP is not on target.

## CONCLUSION

Based on the results of the research and discussion regarding the implementation of the Smart Indonesia Program (PIP) in Bengkulu City Senior High School, it can be concluded that in the communication aspect, especially in the PIP policy socialization activities are carried out at certain events by inviting the principal who is not a PIP manager directly, the school communicates PIP verbally to students.

The school tells the conditions that must be submitted for submission. In the aspect of human resources, there is no specific PIP management team either at the Provincial Education Office or at the school level. The resource aspect, in terms of equipment, is good enough in assisting the

implementation of PIP with the availability of computers and wifi at each school. The financial resources aspect of the Bengkulu Provincial Education Office and schools are limited in the budget for implementing the socialization of PIP monitoring and evaluation. Aspects of resources in the field of information provided regarding the requirements for proposing and disbursing funds through banking have been carried out properly from the school. In the Disposition aspect, PIP managers have a sense of responsibility in implementing this program even though there is no budget and the formation of a management team specifically in PIP management. In the aspect of bureaucratic structure, there is no structure in the management of PIP, both from provincial offices and schools.

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