

Implementation of Scholarship Assistance Policy for Unlocked Family in Indonesia

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Abstract. This study aims to analyze the implementation of the policy of providing scholarships for underprivileged families in Rokan Hilir Regency, the Regional Secretariat of the People's Welfare Section. The implementation of the policy in question is to find out the implementation of the policy on providing scholarships on target. This study uses qualitative research methods with descriptive research type. The main informants in this study were officials in the people's welfare section of the regional secretariat and students who received scholarships for poor families. Based on the results of the study, the data shows that the Government of Rokan Hilir Regency has implemented policies in the education sector regarding the provision of scholarship assistance for underprivileged families in Rokan Hilir Regency based on the terms and criteria that have been set. Based on the analysis of the policy of providing scholarship assistance in Rokan Hilir Regency, it was found that there was a discrepancy between the implementation of the policy and the target group. This was because every year many applications came from families with civil servant status. Various problems in implementing the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency were analyzed based on George Edward III's theory, namely: 1) Communication, 2) Resources, 3) Disposition/Attitude, 4) Bureaucracy.

Keyword: Policy Implementation, Scholarship Assistance, Underprivileged Families, Rokan Hilir Regency

Introduction

Education has a big role in every development of the era, where through education and learning activities, a person knows a lot of new things and learns what someone does not know until someone understands what they are learning on their own. Education is a very important aspect of human life. An educated person can become a human being who knows, is civilized, his manners and is cultured.

In creating good human resources in a country or a region, it is not only the responsibility of educational institutions such as universities but also assisted by the government. The government provides the facilities needed by the education sector, especially in ensuring that all its people get a good education following the 1945 Constitution as stated in the fourth paragraph. The government can also make policies to help students get an education, such as policies to issue scholarships. Because one of the factors that cause inequality in education is the poverty factor (Maulani Fitri, 2018).

The government must also be able to take a policy for the benefit of education, especially local government. Because the quality of human resources in the region determines the level of acceleration of a region becoming advanced or experiencing a slowdown. To achieve the progress of an area many things must be developed, in addition to exploring the natural resources in the area, it is also necessary to pay attention to the people who will manage these resources. Resources can only be managed by people who have education, both to create creative, innovative, qualified and superior human resources in their respective expertise (Septianti, 2017).

Education is one of the main factors for the development of human resources. Because education is believed to be able to increase human resources to create productive humans who can advance their nation. Education in a broad sense contains the notion of educating, guiding,

teaching, and training. In the whole process of education in schools, learning activities are the main activities. According to Law Number 20 of 2003 concerning the National Education System article 5 paragraph 1 that every citizen has the same rights to obtain a quality education. Article 1 paragraph 26 states that citizens are Indonesian citizens both living in the Unitary State of the Republic of Indonesia and outside the territory of the Unitary State of the Republic of Indonesia (Fahrini, 2016).

This study focuses on the performance of the Regional Secretariat of the People's Welfare Section of the Rokan Hilir Regency Government. The main goal of excellent service is community satisfaction. This satisfaction can be realized if the services provided are by the service standards that have been set. However, the distribution of educational aid sometimes is still experiencing various problems, especially in terms of distributing aid directly to students. Decree of the Regional Secretary of Rokan Hilir Regency No. 49 dated February 15, 2020, concerning Technical Guidelines in Providing Social Assistance in Rokan Hilir Regency, especially in the SOP for the selection of acceptance and distribution of scholarships for underprivileged families in Rokan Hilir Regency. Where every year the People's Welfare Section of the Regional Secretariat of Rokan Hilir Regency programs the Distribution of Scholarships for Underprivileged Families for Diploma 3, Diploma 4 and Strata 1 Programs. The stages or processes for the Distribution of Scholarships are:

- a. Direct Registration
- b. Applicant Registers and Fills Out Receipt Form
- c. Applicant Submits Scholarship Proposal to Committee
- d. The committee submits the Scholarship Proposal to the Verification Team
- e. File and File Verification by Verification Team
- f. Entering Student Data
- g. The committee validates student data
- h. Graduation Announcement on bulletin boards and social media
- i. Re-register
- j. The process of distributing scholarships by the Bank

The data on the distribution of underprivileged scholarships in Rokan Hilir Regency are presented in Table 1.

Table 1. Scholarship recipient data

NO	Years	Tier Education	Number of Proposals Submitting	Number of Proposals that Passed Administration	Number of Proposals Not Passed Administration
1	2018	D3	225	220	5
		S1	2499	2397	102
2	2019	D3	187	185	2
		S1	2589	2563	26
3	2020	D3	208	207	1
		S1	2796	2607	187

Source: Rokan Hilir Welfare Section (2021)

Based on the data above, in the process or stages of implementing these activities, there are several phenomena or problems found, including:

1. There is still the use of brokers or intermediaries in applying for scholarship assistance for underprivileged families.
2. There are still applications for scholarships for underprivileged families who have passed the semester, parents are civil servants.

3. Lack of complete administrative requirements Applicants for scholarship assistance for poor families.
4. In the data verification and validation process, problems with facilities and infrastructure may be a concern, inadequate facilities and infrastructure and the lack of scholarship file storage space, causing many files to pile up.

Research Methods

The writing of this research was compiled to analyze the implementation of the policy for providing scholarships to underprivileged families in Rokan Hilir Regency and the factors that influence the obstacles to the implementation of the policy for providing scholarships to underprivileged families in Rokan Hilir Regency. This research uses the descriptive qualitative analysis method. The implementation of descriptive research methods is not limited to collecting and compiling data but includes analysis and interpretation of the meaning of the data, besides that everything that is collected may be the key to what is being studied.

Referring to the purpose of this paper, namely to analyze the Analysis of the Implementation of Policy on Providing Scholarship Assistance to Underprivileged Families in the Rokan Hilir Regency. In obtaining data or information related to the details of this study, researchers used data in the form of primary data and secondary data. In primary data, research uses data obtained through observation and documentation techniques to produce accurate information because it has a direct correlation with the research theme. Data was obtained by observation, where the researcher did by going directly to get relevant research information to produce empirical information through in-depth interviews by distributing questionnaires to respondents related to the research subject. Furthermore, secondary data is data obtained from literature reviews originating from various electronic media, journals, books, scientific articles and trusted websites that can support the acquisition of additional data.

Literature Review

Several studies that discuss the analysis of the implementation of scholarship assistance policies have been carried out by various researchers, one of which is the research of Kusumajati and Kurniawan (2019) with the research title "Analysis of the Implementation of Cost Assistance Policy to Improve the Quality of Education for Students from Poor Families". This paper discusses how to improve the quality of human resources through education should be the concern of all parties, especially in this era of globalization. This study underscores the problem of improving the quality of resources as an obstacle due to the lack of opportunities for the community to receive an education due to economic limitations. For this reason, in terms of equal distribution of education, according to this study, the government must issue a policy of assistance in increasing the cost of education for underprivileged students. However, the realization of the implementation/implementation of the policy of assisting with the cost of improving education faces various obstacles, among others, in terms of data collection and distribution of aid. The formulation of the problem in this study is limited in discussing the lack of compatibility between the duties and capabilities of the implementing organization in implementing policies due to the lack of SOPs (Standard Operating Procedures) (Kusumajati & Kurniawan, 2019).

Furthermore, research by Herawati (2014) with the title "Implementation of Bidikmisi Scholarship Policy Year 2010-2014". This research was conducted based on Van Meter's theory with 6 (six) indicators, namely policy standards and targets, resources, communication, disposition, characteristics of implementers, and social environment. In this study, the researcher explains that the policy of spending on scholarships is a priority program in breaking the poverty chain. In its implementation, the scholarship policy faces many problems, namely a system that is not well organized. The Bidikmisi management team which is part of Student

Welfare is the cause of the lack of balance in implementation and overlapping positions. Although some aspects are good, such as SOPs in supporting implementation, they are quite good, but still, the implementation of scholarship assistance is experiencing many obstacles. This study tries to analyze the importance of scholarship assistance to advance resources and overcome poverty, but the realization of quota recipients is not by the set budget (Herawati, 2014).

Result and Discussion

Implementation of Policy for Providing Scholarships for the Poor in Rokan Hilir District

Policy implementation is one of the important stages in the policy cycle in government agencies. Implementation is often considered just the implementation of what has been determined by decision-makers. Actually, in essence, the implementation stage is important because a policy issued by the government will not be meaningful if it is not implemented properly and on target. In other words, implementation is the stage where a policy is implemented optimally to achieve the appropriate policy outputs and outcomes. As explained by Grindle (1980) in (Goldschlag et al., 2019) it is stated that implementation is a general process of administrative action that can be investigated at a certain program level. If the goals and objectives have been implemented, the program of activities has been structured and the required budget is available, then the implementation process can be said to have met the targets.

The Government of Rokan Hilir Regency has determined scholarship assistance for the poor with the hope that children from underprivileged families but have good academic potential can continue their education in higher education. The Government of Rokan Hilir Regency has implemented policies in the education sector regarding the provision of scholarship assistance for underprivileged families. The scholarship assistance program is a priority program of the Rokan Hilir Regency Government in the education sector and is included in the Regional Medium Term Development Plan to prepare quality human resources. The form of the Standard Operational Procedure set out in the implementation of the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency are:

- a. Applicant registers and fills out the receipt form
- b. File and file verification by the verification team
- c. Entering Student Data
- d. The committee validates student data
- e. Announcement of graduation on the bulletin board / via social media
- f. Re-register
- g. The process of distributing scholarships by the BRI bank

The policy for providing scholarships for the underprivileged in Rokan Hilir Regency has been established by local regulations in Rokan Hilir Regency. Where the target of the underprivileged scholarship assistance policy in Rokan Hilir Regency is aimed at students or students who are economically included in the poor category and pass the College selection and students who are administratively declared following the indicators set by the relevant agencies.

Factors Influencing the Implementation of Scholarship Policy for Poor Families in Rokan Hilir District

In the implementation of the policy of providing scholarships for underprivileged families in Rokan Hilir Regency, various problems have been encountered, one of which has been explained and explained by the results of an interview by an employee at the Agency/Regional Secretariat of the Welfare Section who stated that: "Looking at the number

of people who are included in the poor category, the implementation of providing scholarship assistance for poor families is not appropriate in terms of the amount of assistance received and who receives it." (Drs. Ferry. H. Parya).

From the narrative of Drs. Ferry, the problem occurred due to a mismatch between the policy and the target group. The target group is the harmony between the policy objectives and the achievements that have been determined by the implementing agency so that the policy objectives can be useful for the policy objectives. In fact, in the last few years, the problem that has occurred is that applicants for scholarship assistance are not included in the specified criteria or the sense that they are not included in the target group (low-income). The phenomenon that occurs is that there are still some applicants who come from families with civil servant status. Furthermore, in the administrative selection process, there are also problems, which based on the results of interviews by welfare employees stated that:

"It has not been effective in terms of the requirements given to students, namely attaching a certificate of incapacity / low income issued by the local Lurah / Datuk Penghulu, because there are still many Lurah / Datuk Penghulu who issues a certificate of incapacity without seeing whether the family is poor. or a family who can afford it" (Mr. Sukarno/55 Years).

In this case, of course, there is a responsibility by the implementer of providing scholarship assistance to the poor (the Welfare Section) to conduct further surveys to find out whether the students receiving the scholarship assistance came from underprivileged families. However, the obstacles that are found are that every year, errors due to the incompatibility of the target group continue to occur. The applicant survey activity is not a difficult job, but it requires several aspects. These aspects are competence and budget. The lack of budget and knowledge by the available resources at the regional secretariat agency for the People's Welfare Division has hampered the survey activities of scholarship applicants. According to one student from the interview results regarding the effectiveness of the policy of providing scholarship assistance to underprivileged families in Rokan Hilir, it was stated that: "The level of effectiveness is 6/10 because not all students/students can access the media and get information due to financial problems, the government's job is to reach and track students/students who are underprivileged and those who excel" (Adi Waluyo – Student/25 Years).

Therefore, budget issues need to be considered, both in the provision of scholarship assistance, in the administrative selection process, and in budgeting to conduct survey activities. According to the results of an interview with an employee of the Welfare Section regarding the budget budgeted in the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency for students, it is also felt that this is not enough, this is because: "The budget that is budgeted in the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency is only for 1 semester, while in 1 year there are 2 semesters. If the budget is available, it would be better to budget for 2 semesters." (Mr. Hamdani/40 Years).

In this study, several factors influence the implementation of the Policy for Providing Scholarships for Underprivileged Families in Rokan Hilir Regency based on George Edward III's Theory, namely: (1) Human Resources, (2) Communication, (3) Disposition/Attitude, and (4) Bureaucratic Structure. With an explanation as follows:

1. Human Resources

This resource component includes the number of staff, the expertise of the implementers, relevant and sufficient information to implement policies and the fulfillment of related resources in program implementation, the existence of authority to ensure that the program can be directed as expected, as well as the existence of supporting facilities can be used to carry out program activities such as funds and infrastructure. Inadequate human resources (number and ability) result in the program not being able to implement perfectly because they cannot carry out supervision properly. If the number of staff implementing the policy is limited, then

the thing that must be done is to improve the skills/ability of the implementers to carry out the program. For this reason, it is necessary to have good human resource management to improve program performance.

Human Resources in the People's Welfare Section of the Regional Secretariat of Rokan Hilir Regency as explained from the results of interviews by the Head of the People's Welfare Section of Rokan Hilir Regency, that: "There are 12 people involved in providing scholarship assistance to underprivileged families in Rokan Hilir Regency, consisting of 4 people in the receiving section of proposals, 4 people in the proposal review section, 2 people in the data entry section, and 2 people in the file preparation section. However, the human resources provided in the implementation of providing scholarship assistance for underprivileged families in Rokan Hilir Regency are still very limited both in terms of quantity and quality. So that the available human resources are not yet competent, some human resources in the welfare section still have a high school education background" (Drs. H. Muhammad Zen, M. Si, 53 years old).

The lack of competence possessed by human resources or the implementing parties provided implements the policy for providing scholarship assistance in Rokan Hilir Regency not optimal so that every year corrections must be made for the special requirements for submitting scholarship applications so that they can be more selective in passing scholarship application files. Based on the results of interviews by the ASN of the Welfare Section which stated: "The human resources provided have not all mastered the process of providing scholarship assistance because there are still some people who are not careful in the administrative file selection process so that they often miss out on the granting of graduation and do not pass the administrative file." (Mrs. Renta Herawati D., SE/39 years old).

2. Communication

Policy implementation will be effective if the measures and policy objectives are understood by the individuals who are responsible for achieving the policy objectives. The clarity of the size and objectives of the policy thus needs to be communicated appropriately with the implementers. Consistency or uniformity of the basic measures and objectives need to be communicated so that implementors know the exact size and objectives of the policy. Communication in organizations is a very complex and complicated process. In addition, different sources of information will also give birth to different interpretations. For implementation to be effective, those responsible for implementing a decision must know whether they can do it.

The implementation of the policy must be accepted by all personnel and must clearly and accurately understand the aims and objectives of the policy. As also the results of an interview with one of the ASN People's Welfare Section stated that: "The process of delivering information related to the policy of providing scholarship assistance is carried out through announcements posted on bulletin boards at regional secretariats and Diskominfo. Regarding the delivery, it has not been effective, because there are still many students outside Rokan Hilir Regency or outside Riau Province who has not received information about scholarships for poor families. So there are still students outside Rokan Hilir Regency & outside Riau Province who doesn't know about the announcement." (Mrs. Sridanopa, S.A.P/39 Years).

Problems in the communication aspect related to the delivery of information on Scholarship Assistance for underprivileged families should be done online, this is to make it easier for students who are outside Rokan Hilir Regency who are in a state of urgency and are unable to deliver files, so they can submit the file on the website/email provided by the organizer (Welfare Section) for verification and validation. Regarding whether or not the SOP for the implementation of the policy for granting scholarship assistance has been optimal and the administrative process for the scholarship file has been, the previous informant also stated:

"It is not optimal yet, it is better if the application for file submission can be done online so that students who are outside Rokan Hilir Regency of Riau Province can directly register online." (Mrs. Sridanopa, S.A.P/39 Years).

From this explanation, the application of an online application for file submission can avoid the services of brokers or intermediaries who are often used in delivering scholarship files, and is one of the steps to resolve problems in terms of ensuring that the files that have been delivered are students who want to get scholarship assistance. Sridanopa added that: "Nevertheless, communication between each employee in implementing the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency went well between each employee or cross-sectoral communication."

3. Disposition/Attitude

One of the factors that influence the effectiveness of policy implementation is the attitude of the implementor. If the implementers agree with the contents of the policy then they will implement it happily but if their views are different from those of the policymakers then the implementation process will experience many problems. There are three forms of attitude/response of the implementer to the policy; awareness of the implementer, the instructions/directions of the implementer to respond to the program towards acceptance or rejection, and the intensity of the response. Implementers may understand the aims and objectives of the program but often fail to implement the program properly because they reject the objectives contained in it so that they secretly divert and avoid program implementation.

In the implementation or implementation of providing scholarship assistance to underprivileged families in Rokan Hilir Regency, there is an analysis of employee attitudes/dispositions that are related to the task of providing scholarship assistance. According to the description of the Head of the Community Welfare Subdivision (KESMAS) that the attitude/disposition of the Welfare employees/staff of Rokan Hilir Regency in understanding the technical rules for implementing the policy of providing scholarship assistance to underprivileged families in Rokan Hilir Regency: "When it comes to understanding the technical rules, most of the employees have not been able to fully understand because of the lack of knowledge from the employees themselves or from the laws and regulations in Rokan Hilir Regency which change every year." (Mr. Abu Bakar, SH/39 Years). On the other hand, the consistency of the information provided has not been considered effective enough, many students apply but many students do not meet the required requirements.

4. Bureaucratic Structure

Discussing the implementing agency of a policy cannot be separated from the bureaucratic structure. Bureaucratic structures are characteristics, norms, and patterns of relationships that occur repeatedly in executive bodies that have both potential and real relationships with what they have in carrying out policies. If there are sufficient resources to implement a policy and implementers know what to do, implementation still fails if the existing bureaucratic structure hinders the coordination needed to implement the policy. Complex policies require the cooperation of many people, and the waste of resources will affect the results of implementation. The changes made will certainly affect the individual and in general, will affect the system in the bureaucracy.

The success rate of the policy in implementing the policy of providing scholarships for underprivileged families in Rokan Hilir Regency in its implementation is based on the bureaucratic structure as the results of an interview with the Head of the Welfare Section, explaining that: "The implementation is carried out by the Welfare Section, based on the Rokan Hilir Regent's regulation number 42 of 2017, annually budgeted by the regional government. The mechanism for forming the committee, announcing the requirements to the public, being selected/verified, and SK right" (Drs. H. Muhammad Zen, M. Si/53 Years).

Scholarship assistance program for underprivileged families, there is coordination and cooperation between agencies for the success of a program. In this case, the scholarship assistance program for underprivileged families in Rokan Hilir Regency collaborates with BAZNAZ and Bank Riau Kepri as intermediaries for scholarship distribution and several parties involved in implementing policies for providing scholarship assistance to underprivileged families in Rokan Hilir Regency such as the Social Service, BPKAD, Inspectorate, Bank BRI, and the University concerned.

Conclusion

Based on the research that has been done, it can be concluded that the Scholarship Assistance for underprivileged families is a priority program designed to provide opportunities and hope to economically disadvantaged families but with the adequate academic ability to obtain educational assistance to improve their welfare. In the results of the study, the analysis of the implementation of the policy of providing scholarship assistance to underprivileged families in the Rokan Hilir Regency was not optimal enough. Judging from various aspects based on George Edward III's theory which consists of 1) Human Resources, where there is a lack of competence possessed by Employees in carrying out the verification and validation process activities so that many activities are one of the site surveys for recipients who pass to ensure that applicants come from a poor family.

The human resources aspect is influenced by several indicators such as the budget which is not provided by the regional secretariat for Welfare, 2) Communication, the communication pattern between employees is considered to be quite good, but the pattern of delivering scholarship assistance information is still experiencing problems such as the dissemination of information is done only by attaching a letter. circulars on bulletin boards at regional secretariats and Diskominfo making it difficult to disseminate information for students who are outside the region. 3) Disposition/Attitude. Basically the lack of employee competence causes a lack of initiative. In implementing the policy of providing scholarship assistance, employees only accept and carry out the tasks assigned by the leadership. 4) Bureaucracy.

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