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EQUAL OPPORTUNITY IN HIGHER EDUCATION THROUGH THE FREE TUITION PROGRAM FOR NEW STUDENTS IN SOUTH SULAWESI

¹Muhammad Akmal Ibrahim, ²Aslinda, ³Muhammad Ikramullah

¹ Universitas Hasanuddin, Department of Administrative Science, Faculty of Social and Political Sciences,

² Universitas Negeri Makassar, Department of Public Administration, Faculty of Social Sciences,

³ College of Marine Technology (STITEK) Balik Diwa Makassar,

¹Muhakibuh62@gmail.com, ²Aslinda110@yahoo.com, ³ikramullahbd@gmail.com

ABSTRACT: In implementing the mandate of Law No. 32 Year of 2004 on the regional autonomy, particularly in the field of education, the Governor of South Sulawesi Province take immediate measures to launch the policy package program of "Free Tuition Fee (SPP)" for two semesters for new students in public or private universities in the province. The purpose of the current study was to describe the "Free Tuition Fee Program" by using the theory of Edward III consisting of how the program is communicated, resources owned, disposition used, and bureaucratic structures used. This study used qualitative research design and took place in the Department of Education, South Sulawesi Province, Indonesia. The results of this study showed that the factors of communication, resources, disposition, and the structure of bureaucracy in the process of implementing a Free Tuition Fee Program for two semesters for new students in South Sulawesi has not gone well. The ineffectiveness of the program is mainly due to the lack of funds for the managers to perform intensive communication and thus lack of consistency of information given to the Free Tuition Program's organizers.

Keywords: Equal Opportunity, Universities, Free Tuition, New Students

4 INTRODUCTION

Higher education as a part of the national educational system has a strategic role in the intellectual life of the nation and the advancement of science and technology by observing and applying the value of the humanities as well as the cultivation and sustainable empowerment of the Indonesian nation. In addition, higher education also serves as a very strategic way to improve the competitiveness of the nation, especially in the face of globalization in all areas through the development of science and technology and produce intellectuals, scientists, and / or professionals who are civilized, creative, tolerant, democratic, tough character, and those who dare to defend the truth for the sake of the nation; This is in line with Law No. 12 of 2012 on higher education, as stated in Article 83 paragraph (1) that the Government provides funding for Higher Education is allocated in the Budget of the State, and Article (2) states that local governments can provide financial support for Higher Education that is allocated in their Budget Revenue and Expenditure.

South Sulawesi Provincial Government in carrying out the mandate of the Low No. 32 Year 2004 on regional autonomy, particularly in the field of education that used to be under the authority of the central government but now included the regional autonomy. On this basis, then the Governor of South Sulawesi Province took immediate measures to launch a policy package for implementing a Free Tuition Fee Program (SPP) for two semesters for new students in public and private universities in the province. This goes along with South Sulawesi Provincial Regulation No. 10 Year 2013 on the Medium Term Development Plan of South Sulawesi Year 2013-2018 which contains the vision and mission of the Governor and Deputy Governor of South Sulawesi Province, which gave birth to one of the flagship programs of the provincial government, namely "Program for Implementation of Free Tuition for New Students in Public and Private Universities in South Sulawesi Province" as stipulated in the Regulation of the Governor of South Sulawesi Province No. 41 Year 2013.

The featured program by the Governor of South Sulawesi, which is the only one of such program exists Indonesia, has received appreciation from various parties. The program can encourage the birth of younger generations of reliable and master of science and technology, because it was realized that the availability of high quality and equitable education in all levels of society must be addressed, especially in the era of globalization ridden entering the competition on a local levels, national as well as the ASEAN region that requires everyone to compete harder. This is particularly worrying if the human resources of Indonesia cannot compete with other countries due to constrain in obtaining proper education.

Implementation of the Free Tuition Fee Program for two semesters given to new undergraduate students is intended to make the education system as a social institution that is strong and authoritative to empower citizens of the province in order to develop into quality human beings to support the accelerated development for the public welfare.

The Free Tuition Fee Program for new students has been implemented in almost all public and private universities in South Sulawesi. However, some complaints and dissatisfactions have been sounded by various stakeholders, including universities, as well as some students who have not been touched by the Free Tuition Program from the Provincial Government. Various problems related to the implementation of the program were recorded from several universities, especially private colleges located in the areas far away from the provincial capital of Makassar, including (1) the lack of information about the Free Tuition Program for new students, this is possible because of the 20 billion rupiah was allocated for free tuition for new students in 2013, turned out to be channeled only around 16 billion rupiah that was dominated by college students in urban areas / districts.(2) The value of the free funding was only Rp. 1,000,000 per new student per semester, whereas student tuition fees range from Rp 500,000 to Rp 4,000,000, thus it is seen as less effective.(3) Management of the Free tuition for new students is slow in data collection on the number of new students enrolled at all universities in South Sulawesi.(4) The

program administrator has not been able to make payment for the free tuition on time (at the beginning of each semester), but the payment is always late one semester, causing a serious problem faced by the college in which the new students are registered.(5) Unavailable resources for personnel who specifically manage the free tuition, but officials who manage the free tuition recruited from various fields within the scope of the Education Department of South Sulawesi Province. The staffs have their own duties and functions, thus they can not focus on the additional tasks as the program managers. (6) South Sulawesi provincial education office has not been able to implement free tuition effectively and efficiently.

Formulation of the Problems

Departing from the research problems mentioned above, some questions have been formulated, namely, (1) How can the Free Tuition Fee Program be delivered? (2) How much resources are available? (3) How willing and committed are the program administrators?, and (4) What is the structure of the bureaucracy?.

Research Purposes

This study aims to (1) describe the Free Tuition Program and how it is delivered and distributed, (2) identifies resources in possession, (3) the willingness and commitment of implementers and (4) describe the structure of the bureaucracy of the program.

LITERATURE REVIEW

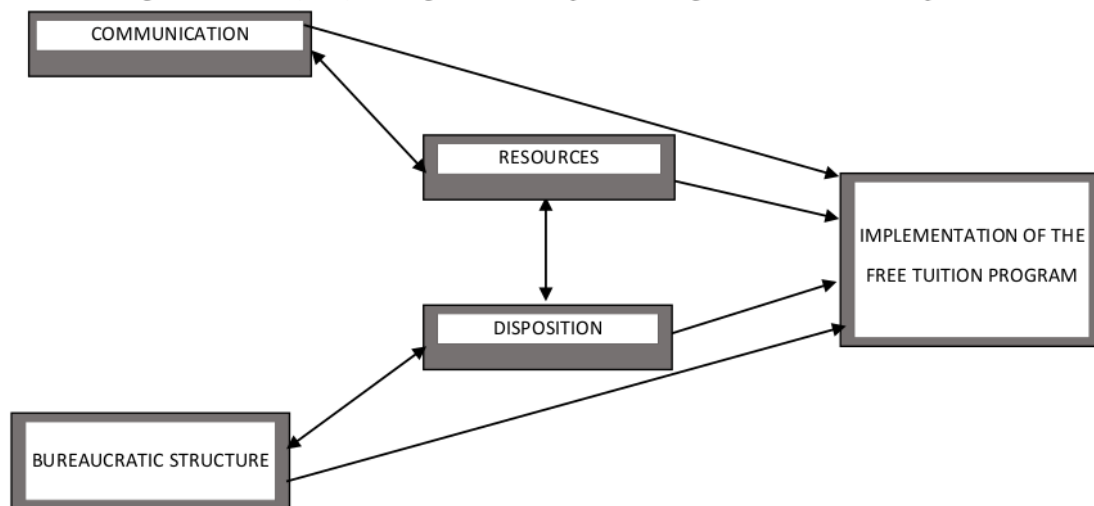
Public policy studies in public administration focused on the design, adoption and implementation of public policy. However, according to Bowman (2003), among the three

and goals and desired manner with respect to the handling of public affairs [5].

Implementation literature has experienced rapid growth since the concept was popularized. Implementation literature has progressed past three generations. These studies took place between first generation of the early 1970s to the 1980s, the second generation from 1980s to 1990s, and the third generation in 1990s to the present [8]. Public Administration Locus are public issues and public interest, the focus is on organizational theory, management science, public policy and political-economy [3].

It is recognized that **1** implementing a policy, it does not always run smoothly. **Many factors can influence the success of an implementation of a policy.** Models of policy **implementation** will be used to clearly describe the variables or factors that crucially influence the implementation of **5** public policies and simplify understanding.

Contemporary literature in the field of public administration views the implementation of public policy as a **delivery system**, which are the **delivery system** or service delivery policies. In this relation, **public policy is treated as an instrument designed rationally by government authorities to solve public problems.** Public policy implementation is seen as the outputs and outcomes of government activity, while citizens are viewed more as a consumer or a receiver in the process of service delivery policies [7]. Such a view has been widely criticized and considered no longer in line with the trend of cutting-edge paradigmatic public administration. Kirlin in Parsons [7] has criticized that the delivery or provision of goods and services is important but it is not an



The conceptual framework

themes, the most critical is the implementation. Marini [6] Public policy is one aspect of the study of public administration. Public policy is an expression of the direction

important role of government. A government is a public institution with the obligation to facilitate choice making and selection of community action.

Year	Total State and Private	Number of Recipients		Total Budget (Rp)	
		Semester 1	Semester 2	Semester 1	Semester 2
2013/2014	98	20,423	18,768	18,009,442,000	17,010,810,000
2014/2015	121	24,175	23,108	22,728,095,000	21,639,205,000

In this study the authors use the theory and policy implementation model by Edward III [2]. The policy implementation model developed by George C. Edward III is called Model for the Direct and Indirect Impact on Implementation. According to George C. Edwards III [2], there are four variables that determine the success of a policy implementation, namely: communication, resources, disposition, and bureaucratic structure.

The problems in the implementation of the policy of the two semesters tuition free program for new students in South Sulawesi shows the complexity so as to answer it requires the support of the top-down implantation model by Edward III [2] on the grounds that the authors believe it is extremely relevant to the research problems described in the previous chapter.

7 RESEARCH METHOD

This study uses a qualitative design which is based on the nature of the research problem. Qualitative Design adapted to the nature of qualitative research problems. It is as affirmed [4] that a qualitative approach is often recommended when you want to understand how a complex process. The research location is the Working Unit (SKPD) of the Department of Education in South Sulawesi on the grounds that the phenomena of the implementation of free tuition for new students in South Sulawesi has not reflected the effectiveness and efficiency in application, starting at the level of the Department of Education of South Sulawesi, the Sulsebar Regional Development Banks as provincial government partner bank, to the target group of eligible freshmen throughout South Sulawesi.

To preserve the validity of the findings of this research as a form of academic responsibility, the authors took the following steps: (1) Triangulation of data by checking the validity of this study. (2) Member-checking where the researchers checked the data obtained by data providers in order to ensure that the data were valid. (3) Conducting repeated observations of the research location in short periods to get the same results from different informants. (4) Establishing a participatory pattern where all informants are requested for their full participation to succeed the research.

RESEARCH RESULTS

Education policy in South Sulawesi is based on the vision and mission of the governor and vice governor of the 2013 to 2018 period. Based on one of the priorities of the education policy is the need to provide financial assistance in the form of free tuition fee for new undergraduate students and observing the memorandum of understanding between the governor of South Sulawesi with the Rectors/Chairman of higher education institutions in South Sulawesi – has been set by the South Sulawesi Governor Regulation No. 41 year 2013 on the Implementation of Free Tuition Fee for New

undergraduate students in State and Private Universities in South Sulawesi.

Data of free tuition recipients by year

The data of tuition free recipients above show that there was a decline in the numbers of recipients from the first semester to the second semester, both in the first year and the second year. This is due to students resigning from colleges as well as their university not willing to enroll as free tuition recipients such as Patri Arta University. Moreover, it can be explained also that the decreasing numbers of free tuition recipients from the first semester to the second semester are due to ineffective implementation process, so it is not run as expected.

This study discusses the implementation process by using the approach of Edward III [2] for a closer look at the implementation of the free tuition program of the Department of Education in South Sulawesi. Edward III confirms that the main problem of public administration is the lack of attention to implementation. Furthermore, he also mentioned that without the effective implementation, policies cannot be carried out successfully. Edward III [2] suggested four main issues in order for policy implementation to become effective, namely communication, resources, disposition or attitudes and bureaucratic structures

1. Communication

The study found that ineffective communication occurred between managers at the provincial level and the organizers at the campuses and students led the free tuition program to ineffectively implemented. The ineffective communication is reflected when the manager, in this case the Department of Education, communicated the free tuition program incessantly through a variety of channels. On the other hand, there are many students who just do not know that the Free Tuition Fee Program from the provincial government exists. Such a situation is possible because of the administrators at universities are indifferent in addressing the free tuition program. This is because the administrators in the Ministry of Education has not budgeted for socialization and operational funds to the organizer in the universities so the campus carelessly enter names without informing the students that they are eligible to and have been registered as candidates for the free tuition program. As a result, the funds from the program are transferred into students' accounts without their knowledge as a result lots of the fund stay in the accounts unused.

It was also found that the communications in the implementation of this program was not done continuously, but rather effective communication was only done at the beginning of the program for both the universities and the recipient candidates. Communication is done at the beginning and the end of the semester, but not all colleges were reached by the administrators. This happened due to a lack of operating funds for the administrators to carry intensive communication with all parties involved.

2. Resources

Viewing the implementation of the tuition free program from the aspect of resources does not look promising, particularly in relation to human resources which are quite limited to manage such a large-scale program. The employees of this program consist of one operator and two coordinators who work with the universities. Not only that, but employees involved in these activities were not chosen through a selection process nor were they trained. There were even hints that employees got their jobs through nepotism. It is difficult to avoid the inability to carry out tasks assigned to the employees in question.

Regarding facilities and equipment used to carry out the free tuition program were in an alarming state. The employees often used personal facilities like computers and mobile phones. The administrative office is unable to provide all necessary facilities in order for this program to achieve its goal as a flagship program by the governor of South Sulawesi.

Theoretically, a successful program implementation requires competent resources, but what happens in this program is the resources are limited and unprepared. Department of Education should be able to provide sufficient resources both in number and competence, if the program was planned adequately beforehand. This issue must be handled properly so that free tuition program as a strategic program in the province of South Sulawesi can be implemented properly, efficiently and effectively in the future.

Specifically for the issue of budget resources, allocation of funds were not available for the administrators so that employees are not interested in voluntary involvement. Thus, the people involved in the free tuition program were appointed directly by higher-ups who have of track record of being complaisant. They only work by appointment with no official assignment letters for their indolent in the program.

1 Disposition

Disposition or attitude of the implementers is the third important factor in the approach regarding implementation of a public policy. If the implementation of a policy is to be effective, then the policy implementers must not only know what to do but also have the ability to carry it out so there is no bias in practice.

In implementing the tuition free program, employees must be able to explain the purpose of the program despite having limited knowledge due to the absence of effective socialization among administrators. Furthermore, the employees must be committed in all attempts to make the program successful as a flagship of the provincial government. They must believe that this program is crucial in building human resources in South Sulawesi.

As mentioned above, commitment makes the employees passionate about working to make this program a success even though in fact this program is an additional workload to them. Since this program is not a part of their main tasks, they expect to receive an additional honorarium. Even so, employees do not feel less enthusiastic in working on this program and try to make it succeed although there is no salary raise from this activity.

4. Bureaucratic Structure

Implementation of this free tuition program is under the coordination of the Center for Research and Development of Information and Communication Technology (BKPTIK) led by the head whose main task and function is to implement a part of the Department of Education's technical tasks in utilizing information and communication technology for strengthening education. However, they are also given the task to oversee the free tuition program. Additional work such as this is not an issue because the administrators implement this program in accordance to the technical implementation guidelines set by the governor of South Sulawesi so it is not difficult to run as long as the stakeholders adhere to the provisions stipulated in the existing technical instructions.

Since the free tuition program is new, there is no specific Standard Operating Procedure (SOP) available. Nevertheless, this program uses a technical guideline so it can be inferred that the implementation can run as expected with accountability.

It is regretful that the administration of the free tuition program in the Department of Education is not run through its own organization, albeit still within the scope of the Provincial Education Department of South Sulawesi. Nevertheless, the bureaucratic structure must clear and does not overlap with other activities as the main tasks of the employees appointed to run this program.

7

CONCLUSION

Based on the discussion of the results in the previous section, the implementation of a free tuition program for two semesters for new students at the undergraduate level in public and private universities in South Sulawesi can be broadly summarized as follows:

1. Communication factor in the process of implementing this program has not gone well, especially in distributing information through all levels of communication, and information distribution was not consistent.
2. Resource factor in the process of implementing this program has yet to be promising, particularly in relation to the limited human resources, facilities that do not effectively support the tasks, and authority resources that are not clearly defined and are inadequate for undertaking such a large-scale massive program.
3. Disposition factor in the process of implementation of this program has been running well, but the managers of the program do not completely know what to do and are less competent in carrying out the policy, though they have a strong willingness to implement the policy.
4. Bureaucratic structure factor in the process of implementing this program has been going well, although there is no standard operating procedures (SOP) available yet, but there is a technical manual that can be followed in the implementation of this program so it can be run as expected with accountability.

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