"Rethinking Education Policies to Reduce Poverty in The New Normal; A Public Service Scattered Work?"  
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Abstract- This article aims to analyze the effect of education and the complementary service programs on the percentage of people living in poverty in Indonesia. The data analysis uses meta-analysis of the relationship between poverty and education level. Based on the analysis of the educational variables tested, it shows that education level has a simultaneous effect on poverty. Ironically, poverty in Indonesia not only caused by the factor of education level, but also due to many education programs that are ineffective for reducing poverty. This study produces findings on the importance of public service management in the implementation of human development programs that have the capacity to support welfare as well as increasing pandemic cost.

Keywords: poverty, welfare education, public service

I. INTRODUCTION

Why does the meeting between the two elements, education and poverty, become an important issue in the current global development agenda? First, education is increasingly important in promoting welfare although it is not the only strategy to reduce poverty. Second, the global development agenda still relies on the existence of orthodoxy and goodwill, yet it has not changed the essence of neo-liberalism where there are distortion and high cost economy which will then lead to corrupt actions that need to be anticipated [1]. Third, this agenda basically aspires to eliminate social inequality, where human resource development as an explicit goal is to be re-mainstreamed [2] [3] [4]. Fourth, education sector is a basic public service and become a big job in the pandemic Covid-19 era. This requires a strong motivation from those in power to strengthen education policy which is often turned into a new basic service mission. The new approach of public service management in New Normal is needed in handling educational projects so that it can determines accountability, responsiveness, transparency, responsibility in implementing education programs in in the pandemic era or emergency situations [5]

This paper wants to contribute to the policy literature in the Education sector as basic services. It propose that the level of education influences poverty, as the results of national research in Indonesia. There is a hypothesis that, a true welfare-orientated education is not merely determined the education level but by the education service management system that is able to accommodate social change trends, the effectiveness of education projects that impedes welfare.

Education Policy and Poverty Alleviation Issues

There are several things that become the reasons why the performance of human development policy in Indonesia is considered not optimal. First, education has not yet become the mainstream of public services. In the era of President Widodo's administration, the mindset of policy objective still focuses on the aspect of being left behind in the economy. Education service should address what is missing from education in order that it meet the needs of the people being served and the quality.

Second, improvement of the quality of education in Indonesia does not always depend on the budget allocated by the government. There are indications that the Education budget is not identical with the quality of Education. As an evidence, in the 2018 national budget (APBN), the government allocates Rp 440.9 trillion or 20 percent of the total APBN for investment in the Human Resource sector, such as education and health budget [6]. But, the large amount of the budget allocated by the government does not necessarily make the quality of education in Indonesia improve. In comparison, with relatively similar budget allocations, Vietnam is able to secure the 8th rank in the quality of education in the world whereas Indonesia is currently sitting on ranked 58th. This illustrates that the phenomenon of education and health is not only about money [2] [7].

II. METHOD

This research uses a meta-analysis of the relationship between The Percentage of Poor People between 1999 – 2019 in Indonesia with Unemployment rate based on educational level (%) in the same period. The data collected from 33 provinces in Indonesia as reported by the Central Statistics Agency (BPS) and supported by APBN budget patterns and other publication. The data analysis in this study uses SPSS 21.0 supported by multiple regression analysis.

III. RESULT

This study examines education with the variables of SER, GER, PER, SLE, ASL and LR while the variable of Percentage of Population Living in Poverty (PPM) is for poverty aspect. Three types of testing models are used based on the level of education. The three test models prove that the level of education has a significant effect on poverty by looking at the results of calculations. Based on F count Model 1 is 63.467, Model 2 is 40.714 and Model 3 is 25.609. Thus, it can be concluded that the level of education simultaneously influences poverty (figure 1). If the level of education has an effect on reducing poverty, then it needs to be questioned whether education is really the solution for improving welfare? because it still dilemma Unemployment rate based on educational level (%) still high, especially for vocational school and university level (figure 2). The research report shows that education subsidies are provided intensively by the Indonesian government. There are efforts to increase investment in education through various schemes (table 1).
Table 1: The role of country in education services

<table>
<thead>
<tr>
<th>Education Services</th>
<th>Implementation/Budget</th>
<th>Target and Purposes</th>
</tr>
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<tbody>
<tr>
<td>School Operational Assistance (BOS)</td>
<td>2005-now / 2020 RAPBN Budget planned at Rp 54.31 trillion</td>
<td>Target: 271 Thousand Schools (54.6 million students)</td>
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<tr>
<td>Mandate of Law No. 20, 2003 on National Education System</td>
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<tr>
<td>School Children Nutrition (ProGAS)</td>
<td>2016-now/ Source of Fund: Ministry of Education, WFP, Cargill as much as USD 500.000</td>
<td>Target: 100,000 malnourished and stunted students in 39 districts (2019)</td>
</tr>
<tr>
<td>Teacher Certification Program and Non PNS Teacher Profession - Law No. 14 / 2005 on Teachers and Lecturers (UUGD),</td>
<td>2005-now/ APBN Fund as much as Rp 56.9 trillion/ 2019</td>
<td>Target: Around 1.62 million teachers are certified (50% of the total 3.1 million teachers in Indonesia), and 0.65 million Non-Civil Servant Teachers in 2019</td>
</tr>
<tr>
<td>Smart Indonesia Program (PIP)</td>
<td>2014-now/ APBN Rp.9,344 trillion (2018)</td>
<td>Target: 17.9 million Indonesian children of school age (6-21 years) from families who receive the Family Hope Program (PKH) and Indonesia Smart Cards (KIP).</td>
</tr>
</tbody>
</table>

Sources: CNBC Indonesia, 2019, bisnis.com, 2019

In addition, efforts to improve basic education services typically focus on providing inputs for schools and education service providers who tend to increase spending on existing fund allocations (APBN budget patterns).
provision of public services in the field of education by the government to the community is a logical implication of the function of the state apparatus along with the sacrifice that the public has given. Unfortunately, there is a view that the education system in most developing countries still fails to provide quality basic knowledge for the poor [8]. The funds spent by the state have reached hundreds of trillions but the results are not significant. It is exacerbated by the Covid-19 pandemic situation, which destroyed education programs that were not yet well established and not yet included in the national budget calculation.

IV. DISCUSSION

Education as public service for welfare

The main key in the welfare state is the issue of guaranteeing people's welfare by the state and respecting public service ideals [9] [10] [11]. When the government has taken over the inability of the poor in accessing education and global agendas also consider education as the welfare mainstream, it has increasingly contradicted government spending in the form of subsidies while only a few strategies are effective in reducing poverty [12]. Moreover, most new subsidy proposals typically come in for heavy criticism. Long-term investment and subsidies in promoting economic and social policy in the field of education turn out to bring following problems:

- Subsidies have addictive effects. Public affairs that do not require sacrifice tend to be a pre-condition of spoiled society [13]
- It prompts misuse of funds, corruption and education mafia [14] [15]
- Not designed to develop social capital [16]
- Changing people's behavior in saving and investing [17]
- Most new proposals contribute to the complexity of the law and fail to answer fundamental questions such as whether additional education expenditure is likely to produce the highest social rate of return [15] [18].

Reconstruction of the Relationship between Education Service and Poverty

Education that can affect welfare or help reduce the number of population living in poverty is basically functional education to meet the needs and solve community problems, has low or no cost and can be completed in a short time. Therefore, it is not only the level of formal education that has the potential to support welfare, but there are various other factors aside from education that have more impact in the alleviation of poverty, which is indicated as follows:

- If educational resources can improve the output. The development activities include strengthening the capacity of the Educational Institution and also on outputs and outcomes. Most educational institutions are still struggling with spending and looking for opportunities for organizational development and maintaining their survival. “When they don’t, they can’t.” [2].
- At the country level, funding for national projects should produce the ability to promote change. The country has spent a lot of budget on education but the results are not great [2]. Large education funding on the one hand raises another gap in the needs of economic, social, and political structures that also continue to develop. This such behavioralist mechanism approach still applies in many developing countries, such as "If a large budget is spent on education, then HR development will be effective". It has been debated whether the "if ... then" statements made by political actors are proven to have causal links and have a positive impact on change [19].

- Education is defined as a service rather than a policy. If the Government tends to feel as guarantor of policy delivery rather than guarantor of service, then the scenario that occurs is that government institutions are not able to provide a service that matches the educational expectations [20]. Governments that tend to tightly control its people will put pressure on competitive and readily acceptable education systems for the betterment of society [21].

Principles of Education Service Management in the New Normal

Based on statistics 2018 Indonesia has millions of students (45,379,879), millions of teachers (2,718,861), and thousands of schools (217,586), which spread over thousands of islands. The education big capacity is the responsibility of the state as a provider of basic services to the community, and in its implementation it needs the support of a public management system to guarantee its quality. Education Policy as a form of public service is not only “improving school”, but should be in line with “improving society or family”, and it has the impact on socio-economic change. Therefore, in the Covid -19 pandemic, innovative education service is a fundamental form of public service that can improve the quality of education as well as the quality of society. Education that puts forward the Fifth principles of welfare can be called “welfare education” which is characterized by the following:

a. The adequacy of primary education resources. In this case, it is related to questions such as how is the ability to manage and distribute Education resources such as teachers with technology literate (ie; Zoom, Google Meet, Google Classroom), student and gadget populations, educational infrastructure (internet provider); health protocol monitor, the quality of school building construction, technological constraints, internet access and culture that represent the complexity of the challenges of education in the new normal.

b. Local accountability. Local administrators play the role of manager and principal analyst in determining the technical solutions for the implementation of the education, ie. on-line base program budget. An accountable local government is a reliable examiner of the level of change and activity constraints, including the effectiveness of the project budget [22][23]. Looking at experience in several developing countries in Africa such as Uganda and Kenya, citizen involvement is increasingly needed because it has a strong influence in guarding public accountability for decisions made by local governments in the delivery of public services [23].
c. **Zero politicization and capitalization.** In Indonesia education is still mixed with political interests, so professionalism is less regarded. For example, the distribution of Pre-Work Cards (KPK), Healthy Indonesia Cards (KIS) are often promoted ahead of the election.

d. **Key political actors.** The political actors will clearly determine the certainty of program sustainability. The uncertainty of national program will have a major impact because it creates uncertainty in the implementation of education, including budget efficiency.

e. **Educational Governance.** The bureaucracy of education providers can deliver more professional, transparent, simple, timely, responsive and adaptive public services as well as monitor the actors involved in driving or blocking project progress.

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**Framework of the Welfare Public Service Management**

Public service management activities in the education sector are not isolated, but occur in system complexity, based on policies and rules that are decided through a shared agreement that represents attitude, value, goodwill, and behavior of persons or organization engaged. In the latest development of public administration studies, known as public values, it talks about how public organizations initiate their contribution to society, then the extent to which public management methods can meet their targets and activities [24][25]. Therefore, the management of public services in the Welfare Education sector will be determined by the following aspects:

- **Education as a public service agenda.** The long-term service-oriented education policy. Public services are long-term, sustainable activities, that have standards of satisfaction, supported by system complaints, meet individual requirements and enable people to feel engaged in the public service process [26][27].

- **Performance of public service structure.** Administrative performance relates to the institutional design of legal and political systems, the nature of laws and government regulations, educational bureaucratic structures, and the way in which the policy agenda has been made [26][28][29].

- **Realistic Program and funding.** The government not only play a role in providing and allocating public goods, but also in increasing income distribution, maintaining national stability, reducing poverty and unemployment, and accelerating economic growth.

- **Family resource management.** The government needs to jointly formulate a curriculum that contains basic economic morality such as efficiency, investment, financial management, saving and productive ways of life rather than being consumptive [8]. Welfare should be enjoyed by anyone who has the right mindset in responding to economic potential, especially in controlling their financial future. It is just like the book *Rich Dad, Poor Dad* by Kiyosaki (2007) [30] which is very inspiring and enlightening thought.

- **Vocational and employability of education system.** As a public service provider, the government not only recognizes basic education as free and compulsory. The average number of graduates in Indonesia is very
high, and it has a big potential in increasing unemployment rate if it is not in line with market demands (figure 2). The BPS recorded that the number of unemployed rose by 50 thousand people as of August 2019. With this increase, the number of unemployed increased from 7 million people in August 2018 to 7.05 million people [9]. Here, successful education cannot not solely measured by the number of graduates, but it mismatches to the labor market. With a population of 240 million and growing, it is better for the government to reform the basic education system, including Vocational Schools.

The new perspective about welfare education demonstrates criticism of executive work that is project-led towards public service accountability. Every Education project should empower, have an outcome, as stated by Jabłoński's in [14]; that education as modifiers of human capital. This where multithelix role is needed to support Education projects, including School Principals, teacher trade unions, private sector, parent groups, community leaders, NGOs, and universities to arrange rational and systematic actions in order to reach the objectives of effective and efficient programs/projects [35] [36].

IV. CONCLUSION

Based on testing of the educational variables that were tested simultaneously it showed that the number of these variables is able to influence the percentage of population Living in Poverty. Simultaneous testing results on all three models indicate that the higher the level of education, the smaller the effect on the percentage of Population Living in Poverty. The results of this study indicate that it has simultaneous effect poverty. The Compulsory education program in Indonesia has not really touched the change in people's mindset for welfare. Activities are still dominated by development project activities of education sector which are expensive, contractual and are top-down in nature. In this case a new approach is needed to create a welfare education policy model, i.e. included in the public service agenda where the role of public managers are needed to oversee each of its programs, not to pursue redistribution targets, not as a charity strategy by the executive or zero politicization and capitalization. To complement other aspects related to Covid-19 pandemic, this study recommends further research on basic services concerning the field of health services.

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Table II

Rethinking Indonesia’s Educational service model in The New Normal

<table>
<thead>
<tr>
<th>From</th>
<th>To</th>
</tr>
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<tbody>
<tr>
<td>Project-led agendas</td>
<td>Public service-led agendas. Education policy offers ways to think about managing public services that are radically critical of the current beliefs underpinning supposedly ‘good management’ in public services organizations [31][32][33].</td>
</tr>
<tr>
<td>School and curriculum achievement</td>
<td>Welfare morality. Provide basic provisions for a prosperous way of life</td>
</tr>
<tr>
<td>Formal and compulsory</td>
<td>Vocational and employability. More access to work, link and match education-business [34]</td>
</tr>
<tr>
<td>Positive policy interventionism</td>
<td>‘Grooming and empowering’ government. Reinventing Government movements of producing more efficient, effective, and synchronous public services in pandemic situation</td>
</tr>
<tr>
<td>Subsidize-driven projects</td>
<td>Values-driven projects; enabling subsidize, social capital impact, community-centered approaches, strengthen local-leadership</td>
</tr>
</tbody>
</table>

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