

Evaluation of the Bidikmisi Program: Aid for Education Costs from the Indonesian Government for disadvantaged Undergraduate Students

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Abstract: *This article is the result of a study on evaluation of the Bidikmisi program at Padjadjaran University, West Java Province, Indonesia. The Bidikmisi program is a product of public policy that is implemented in scholarship assistance for disadvantaged students with performance requirements. The purpose of this study is to describe the evaluation of processes, inputs and outputs to find out whether the program has been implemented in accordance with the policies made and whether the program can be achieved according to the objectives of the policy. The research method used is a qualitative approach, to obtain detailed and in-depth data on internal policies of the institution (input), implementation of the program flow (process), and the impact or benefits felt by the beneficiaries (output) through in-depth interviews and non-participatory observation. The informants from the study were Bidikmisi program boards on campuses and recipient students. The results of the study showed that in the input program, campus had a set of recipient selection rules and a mechanism for distributing aid made so that the program could run according to the directions of the Government. In the distribution process, when the education and living expenses were given by the government. The University immediately distributed the money through banks appointed by the government to students. In evaluating output it is known that this program has provided benefits and increased academic and non-academic achievements for students. However, some obstacles that still occur are assistance that is often late, so communication between the university and the government is necessary.*

Keywords: Bidikmisi Program, Social Policy, program evaluation

1. Preliminary

Higher Education Gross Enrollment figures in Indonesia only reach 31%. This is considered still low when compared to other ASEAN countries, such as Malaysia (38%) and Singapore (78%), while South Korea reached 98%. The low participation in Higher Education in Indonesia is caused by many factors including poverty and uneven quality of Higher Education in Indonesia. This has an impact on the low opportunities for the workforce to get good jobs, as well as low capability in facing global competition.

To increase higher education participation the Government of the Republic of Indonesia holds a Bidikmisi Program, managed by the Ministry of Technology Research and Higher Education (Kemristekdikti). This program is a tuition fee assistance program for students with the aim of increasing access and learning opportunities at the University. This program consists of exemption from tuition fees and subsidy for living expenses are only intended for students who are disadvantages but have good achievements in academic.

The Bidikmisi program is a product of government policy in order to provide access to reach higher education for the poor with the aim of breaking the poverty chain. Until 2017, there were more than 432.409 undergraduate students who had received tuition fees, of which 145,000 had completed their education. Bidikmisi provides a guarantee of funding starting from registration until the student graduate from the university. It is given to beneficiaries with the amount of subsidy for living costs given as low as Rp 650,000 per month given every 6 months for 8 (eight) semesters for undergraduate students.

Thus students do not need to pay tuition fees during lectures.

In general, the implementation of this program is considered to improve access and learning opportunities at universities for economically disadvantaged undergraduate students who have good academic potential. In terms of achievement, they also showed extraordinary academic abilities with the achievement of a GPA of more than 87% of them obtaining the above GPA between 3.0. Thus the students contribute to improving the quality of education in each college.

Although it can increase the number of college participation, this program is inseparable from the problems faced. Yuniar (2019) suggested that the problems of the government assistance program included beneficiaries of Bidikmisi who were wrongly targeted. This is in line with the opinion of Deputy Dean III of the Faculty of Mathematics and Natural Sciences, Udayana University, which stated that as many as 30% of scholarship recipients at UNUD were misdirected. (source: <https://bali.tribunnews.com/2019/03/21/30-persen-beasiswa-di-unud-salah-sasaran-bidikmisi-paling-banyak?page=2>, access 28 June 2019)

Other problems that often arise are delays in disbursing funds, and the relatively small amount of living costs. This problem has a quite disturbing impact on the implementation of learning activities on students who can hinder the achievement of the objectives of the program. It is necessary to evaluate the implementation of it as a form of continuous improvement. The evaluation carried out starts from the evaluation of the policy of implementation (input), evaluating the implementation process (the process

of receiving / selecting and disbursing funds), and evaluating the impact or output.

Majone (1988) in Weiss (1998) states that evaluation of a policy or program has the main objective, namely to develop a method of assessment that emphasizes learning to assess graduation or failure of a program. This means that evaluation is important as learning, improvement and program development. Regarding program learning, Wright (1967) stated that program evaluation is a process to identify obstacles, problems, potential development, and the impact of a policy or program that can be used as a baseline for future planning activities. Evaluations are generally divided into two objectives: Summative evaluation related to program effectiveness, and Formative evaluation aims to see how a process works.

An important evaluation is to be carried out for program improvements in the future, because by evaluating problems can be identified, obstacles and opportunities or potential for the development of the program for the benefit of the program for the recipients of the Bidikmisi program. More broadly than that, Grinnell (2014) suggests that there are 4 (four) types of program evaluations, namely: need, process, outcomes, and efficiency. Related to this type Stufflebeam, in Tayibnapis, 2000 suggests an evaluation can be taken through the input stage, the process stage and the output stage.

One of the universities that has the focus of developing Bidikmisi students is Padjadjaran University. Every year there are approximately 200 new students who receive bidikmisi fellowship. Unpad also provided shelter assistance in the form of required dormitories during the first year of the lecture for the students. This article is an evaluation of the input, process and output of the implementation of the Bidikmisi program at the university.

2. Literature Review

Success, obstacles, and the potential for developing a program that is implemented and applied to the community can be identified through activities or evaluation studies. The results of program evaluation can be a consideration for future program planning. The word self-evaluation according to the Big Indonesian Dictionary means assessment. The understanding given by Husain Umar (2002: 36-37), namely:

"A process to provide information about the extent to which a particular activity has been achieved, how the difference in achievement with a certain standard to find out whether there is a difference between the two, and how the benefits have been done when compared with the expectations obtained"

Aji and Sirait provide definitions of evaluation; "An attempt to measure and value objectively the achievement of previously planned results" (1990: 30). Describing the statement above, Firman B. Aji and Martin Sirait (1990: 31-32) divided the evaluation into 3 (three) categories, namely:

1. Evaluate at the planning stage

At the planning stage, implementing activities try to choose and determine the priority scale of various alternatives and possible ways to achieve predetermined goals. Things that must be considered in determining the achievement of these objectives are the methods adopted in selecting these priorities are not always the same for each situation, but differ according to the essence and problems of the activity itself.

2. Evaluate at the implementation stage

The evaluation at the implementation stage is carried out with a focus on seeing the process of ongoing activities. Assessment at the stage of implementation is an activity of analyzing to determine the level of progress of the implementation compared to the planned to be able to achieve the expected goals

3. Evaluation at the post implementation stage

At this stage, the assessment is almost the same as the definition of evaluation at the implementation stage. However, there are differences in the object of evaluation activities. The plan is no longer compared with the level of progress of the implementation but the plan is compared with the results of implementation. Finally, the conclusion will be drawn on whether the objectives to be achieved are in accordance with the impact that resulted from the implementation of these activities.

In conducting an evaluation, it is necessary to consider the type of evaluation that will be made. Evaluation model is a design made by evaluation experts based on the interests of a person, institution or agency whose wants to know whether the program that has been implemented can achieve the expected results or in accordance with established procedures.

Grinnell in his book Social Work Research and Evaluation (2014) suggests that there are four types of program evaluations, namely need, process, outcome, and efficiency. Each of these types has its own-goals, strengths, and limitations. The type of process evaluation proposed by Chen (2006) in Grinnell (2014: 660-662) examines whether this program is functional and operational as it should be. The purpose of this evaluation determines the extent to which the program is implemented correctly (to look for differences between program plans and reality).

The use of process evaluation focuses on researching or reviewing the operation of the program in the context as an implementation strategy that is not automatic or specific in order to provide feedback in the development stage to improve the program. Hyman and Wright (1967: 745) also corroborated this statement by saying that evaluators must know what programs really are like before being able to draw conclusions about whether the program was successful or not. In addition, Wibhawa et al. (2010) states that evaluation generally consists of:

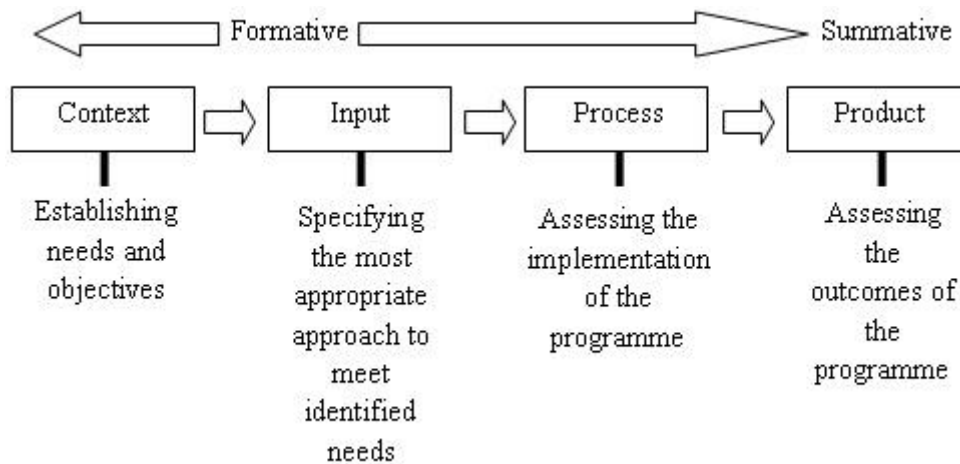
1. Summative evaluation

This evaluation approach is related to effectiveness (whether the objectives of a program are achieved or not), to see the final results of the program being implemented.

The formative evaluation approach is concerned with seeing the work process, how each stage of the activity is carried out well or not; which will then affect the final result.

2. Formative evaluation

Given that the Bidikmisi program has been running since 2010 and is still running today, in this study, the research team formative evaluation approach focusing on aspects of input, process and output.



Public Policy Evaluation

Evaluation is first level in the public policy process. Evaluation is a way to assess whether a policy or program is running well or not. Evaluation has a diverse definition, William N. Dunn, giving meaning to the evaluation term that:

"In general the term evaluation can be equated with appraisal, rating and assessment, words that state the effort to analyze policy outcomes in terms of unit values. In a more specific sense, evaluation is concerned with the production of information about the value or benefits of policy outcomes "(Dunn, 2003: 608).

The above definition explains that policy evaluation is the result of a policy which in fact has a value from the results of a policy goal or target. The final part of a policy process is policy evaluation.

In the implementation of the Bidikmisi program in addition to its aim to provide opportunities for people who are unable to attend education to higher education, this program is an implementation of policies made by the government to increase the number of higher education in Indonesia. The results of this program indirectly are an increase in the Indonesian human development index number, and directly opening up opportunities for beneficiaries to get the opportunity to continue their education, have a good career, so that eventually they become good quality human beings, and contribute to the development of the country.

Agustino (2006: 185) based on the opinion of Lester and Stewart argues that evaluation is intended to see some of the failure of a policy and to find out whether the policy

has been formulated and implemented can produce the desired impact. The evaluation is done because not all public policy programs can achieve the desired results. Public policy evaluation is used as the basis of whether the existing policies are feasible to be continued, revised or even stopped altogether.

In the end an evaluation result will influence public policy that will be made in the future. Evaluation plays a number of key functions in policy analysis. According to William N. Dunn the evaluation function, namely:

"First, and most importantly, evaluations provide valid and reliable information about policy performance. Second, evaluation contributes to clarification and criticism of the values underlying the selection of goals and targets. Third, evaluation contributes to the application of other policy analysis methods, including the formulation of problems and recommendations (Dunn, 2003: 609 and 610).

3. Research Methodology

This research was conducted with a Qualitative approach, with descriptive methods to capture phenomena regarding the stages of input, process, and output of the implementation of the Bidikmisi Program at Padjadjaran University, West Java Province. Thus this research produces descriptive data in the form of written or oral words from people and observable behavior so as to enable researchers to understand the flow, procedures, and impacts of the implementation of policies regarding Bidikmisi. The process of collecting data is done through in-depth interviews with students who receive assistance and administrators of the program at the University.

4. Results and Discussion

Input Evaluation

Padjadjaran University is one of the state universities in Indonesia that participates in the administration of education and accepts Bidikmisi students. One of the requirements to get a scholarship in Unpad is that students must meet the criteria of having academic potential but have economic limitations. This is an effort made by Unpad to carry out the implementation of higher education, including as a university that is open for the implementation of the program.

UNPAD has been concerned with financing outstanding students but has no economic ability which has begun to be initiated in 2010. The internal managers at Unpad are under the structure of the Director of Education and Student Affairs seeking to find and think about various patterns, and schemes for receiving scholarships for outstanding students but has economic limitations to be able to attend lectures in college. The policy was initiated by the leadership of UNPAD by collaborating in an effort to find various funding and cooperation with various external parties such as alumni or related Ministries / Institutions where one of them was by accepting students using the Bidikmisi scholarship program.

Organizationally Bidikmisi program is carried out by the Director of Education and Student Affairs (called Dirdikmawa) of the university under the supervision and responsibility of the Vice Chancellor I for Academic and Student Affairs. Dirdikmawa has the main task of providing and expanding access to scholarships for students. In this case the Bidikmisi is a scholarship from the Government of Indonesia through the Ministry of Research, Technology and Higher Education.

UNPAD is one of the best universities in Indonesia located in West Java Province, but ironically the level of higher education in West Java is still low. Seeing this phenomenon, the internal policy carried out by the College Leaders is to open a quota of around 10-20% of the number of new students as students who receive scholarships for Bidikmisi scholarships from West Java Province. This is a commitment of Padjadjaran University to contribute to development in the West Java Province.

Another policy at UNPAD states that students receiving Bidikmisi scholarships are treated the same as students who enter with regular schemes in terms of both academic and non-academic services. There is no difference in administrative or lecture services for neither scholarship recipients nor other students.

Bidikmisi scholarships applied at Unpad are a maximum of 8 (eight) semesters for undergraduate students in accordance with government policies. If the students do not graduate in the 8th semester, then funding is being the responsibility of Padjadjaran University. This then causes students not to rush to finish their lectures, so that the University's burden becomes high. But starting in 2017 Bidikmisi students who do not graduate in the 8th semester, then in semester 9 (Nine) and subsequently have the burden to pay with a special Integrated Tuition with a nominal determined by the University. This step is done so that students become more motivated to graduate in the specified study period.

5. Process Evaluation

a. Internal Program Planning

Basically there is no internal planning specifically for the Bidikmisi program at Unpad. Unpad strives to follow the provisions of the Kemristekdikti. If there are changes at the central level, then internal policies at Unpad will adjust to these changes.

The Bidikmisi scholarship distribution mechanism at Padjadjaran University is first done by making a list of Bidikmisi scholarship recipients which are then stipulated in a decision letter / Chancellor's Decree in each academic year. In the decree, the names of students were submitted to get this scholarship program. The scholarship manager will then submit a Bidikmisi scholarship recipient's decision letter to the Kemenristekdikti, which will then be processed first by the Ministry of Research and Technology and Higher Education. After passing the process and checking the data by the Ministry of Research, Technology and Higher Education, the Ministry of Research and Technology will collaborate with the Bank appointed by the government to channel Bidikmisi scholarships.

There are two mechanisms in the Bidikmisi distribution mechanism, the first is the distribution for tuition fee, in this case the Bank appointed by the Ministry of Research and Technology will directly channel scholarship money to be used to finance lectures or single tuition to the college.

The second mechanism for channeling scholarships is the distribution of aid that is channeled directly to the accounts of recipients. So that in the process of monthly money disbursement, the management of Padjadjaran University is not directly involved in channeling scholarship funds to students, but the appointed Bank will channel funds to each student account.

Table 1: Bidikmisi Scholarship aid distribution mechanism:

No	Types of Financing	Amount	TYPE	Information
1	Tuition fee	Rp. 2000.000	INDIRECT Payment to the University	the ministry transfers money to the university account each semester
2	Living Cost	Rp. 3.900.000	DIRECT	The ministry transfers money to the student account each semester
3	Books	Rp.400.000	DIRECT	The ministry transfers money to the student account each semester

Based on the table above, for a year students of Bidikmisi receive an overall scholarship payment of Rp. 12,600,000,-

c. Internal Monitoring

Monitoring is an activity carried out to determine the course of a policy or program. The activities of the organizers can see developments, problems and obstacles that arise during the implementation of policies or programs, so that it becomes an important aspect to see a policy or program running well or not.

Monitoring the management of Bidikmisi program at Padjadjaran University is carried out in order to control the progress of the Bidikmisi scholarship at Padjadjaran University itself. Internal monitoring carried out by the management to confirm the 3-aspect; Right Target, Right Amount, and Timely. Exact Target means scholarship that has been distributed to the student whether on target or not. Exact number is whether the scholarship recipient gets the amount of funds in accordance with the regulations or agreements that have been set. It must be in accordance with the agreement that has been set. The last one is on time, meaning that the Bidikmisi scholarship has been distributed to students according to the time as stipulated in the mechanism for channeling funds.

Monitoring on target is carried out by the University of Padjadjaran by checking the recipient's data again, this aims to ascertain whether the recipient of the scholarship really deserves a scholarship, in addition to checking the data for the purpose of avoiding data manipulation or misuse of the use of data to get a Bidikmisi scholarship program.

Proper monitoring of the amount is monitoring carried out to see whether the amount of funds received by students who get the Bidikmisi program is in accordance with the amount agreed upon between the management of Padjadjaran University and the Ministry of Research and Technology and Higher Education. In this case the college checks several students who receive the fund.

In the timely aspect, the management of Bidikmisi at Padjadjaran University monitors the time of disbursement of funds, here the management also checks students whether the scholarships given to students drop at the time specified in the initial agreement between the management with the Ministry of Research, Technology and Higher Education.

In evaluating the effectiveness of the program, to answer whether an outcome is in accordance with what has been designed or planned can be assessed from how the program process is carried out. In the phase of monitoring

errors or irregularities that may hamper the achievement of goals can be corrected or corrected so that the goal is still achieved. In the distribution of the Bidikmisi program at Padjadjaran University monitoring has been carried out even though monitoring is only done with the GPA indicator or the Student Grade Point Average.

d. Internal Evaluation

Internal evaluation is an action taken to assess whether the program has been carried out properly or not. The presence of internal evaluation activities will get the condition of a program, which will then be taken actions to be repaired or updated. Evaluation of the implementation of this program can be seen from the results of monitoring activities that have been carried out when the Bidikmisi program is running. This evaluation is an advanced stage of monitoring activities that have been carried out previously.

The scholarship administrators and organizers at Padjadjaran University evaluate the academic achievements of scholarship recipients, channel scholarship funds and evaluate violations committed by scholarship recipients. On the aspect of student achievement, the scholarship manager has not fully called the Bidikmisi students who have a cumulative grade point below 2.75 as required in Bidikmisi policy; this is an important point that must be handled by the Bidikmisi management to achieve the objectives from scholarship program itself.

In the aspect of channeling funds, the manager of Padjadjaran University evaluates the process of channeling or disbursing Bidikmisi funds that is not timely. The delay in the disbursement process is also one of the important evaluations, because many of the complaints submitted by the recipients regarding the delay in disbursing the monthly money they must receive. This delay becomes an evaluation that needs to be taken by the management. Managers at the University usually seek information from the Ministry of Research, Technology and Higher Education to find out the reasons for the delay or information about when the disbursement will be made.

The evaluation also carried out by the management to the recipients who violate the conditions of the recipient. The manager will impose sanctions on recipients who violate the prerequisite conditions.

This internal evaluation will provide maximum results if the evaluation process of the Bidikmisi scholarship program involves recipient students. If the manager evaluates from his point of view, it cannot compare with the conditions felt or experienced by recipient.

Therefore it is deemed necessary to involve scholarship recipients in making policies and evaluations. So far, the management does not involve students in the evaluation process, therefore recipients feel confused with the policies set by the campus. It is necessary to involve students in making decisions in order to create a better implementation program.

e. Internal and External Reporting

Internal reporting carried out is a form of accountability that should have been carried out by the Bidikmisi scholarship manager at Padjadjaran University in the implementation of this program. Internal reporting is an internal document to measure the success of implementing program on the college itself. The need for internal reporting is done to see the developments and problems that have occurred during the implementation. The things that need to be reported by the manager to internal parties such as data on recipients of the program, the amount of funds received and channeled, channeling banks, the distribution process, training for students and the problems and obstacles faced in the implementation of scholarships.

In addition to conducting internal reporting for the campus, the management also reports to the Kemenristekdikti as the party that has authority over the implementation of Bidikmisi scholarships in universities. Therefore the Bidikmisi scholarship manager of Padjadjaran University reports periodically program implementation and financial reporting to the Ministry of Research, Technology and Higher Education.

Reporting on Bidikmisi scholarship programs conducted by scholarship managers. must cover the 3-T aspects, namely on target, on time and on the right amount, in addition to reporting the program reports on the realization of absorption of scholarship funds, Bidikmisi scholarship recipients' achievement index reports, Decree on the determination of beneficiaries and reports on activities such as socialization, training and others.

In the financial reporting aspect, the Bidikmisi scholarship manager reports to the Ministry of Research, Technology and Higher Education related to how the financial management is channeled to Bidikmisi scholarship recipients, how much funding is given and how to use scholarship money.

Finally, the output of external reporting is to send the accountability report for scholarship management held at Padjadjaran University to the Ministry of Research, Technology and Higher Education as the party responsible for the implementation of the Bidikmisi scholarship program in Indonesia.

f. Obstacles in Implementation

In the implementation of the program it is certainly to face some problems or obstacles. The obstacles faced by managers in managing scholarships at Padjadjaran University are as follows:

a. Difficulties in verifying data on prospective recipients due to the absence of a verification team especially in the home visit.

b. There are still recipients who are not on target where this usually occurs due to forgery of data by the registrant and the school that registered it, because the college basically becomes the organizer of the Bidikmisi scholarship where the assumption of verification has been carried out by the school as the initial person in charge.

c. Delay in the disbursement of funds

d. The absence of special counseling / guidance for bidikmisi students in non-academic issues such as self-motivation and family or adaptation counseling studying at the university.

6. Output Evaluation

a. Benefits of the Program on Fulfilling Student Needs

The impact of the program on meeting the life needs of students has so far been very useful for the recipients. The students from disadvantaged family or their family cannot be helped in terms of funding for living finance. The funding can ease the burden on their family to send them to higher education. So that with this Bidikmisi scholarship program, the recipients feel helped.

In the implementation of this program, the government has the provision to provide an allowance of Rp. 650,000, 00 per month, which distribution once in a semester. The allowance received by students is very beneficial for students and can be used for lecture activities, join in student organization activities, and food requirements.

Based on the findings, the recipients felt that the amount of funds they received was basically still lacking because the price of staple food is now very expensive. So the amount of funds is Rp. 650,000, 00 is considered not sufficient to meet student needs such as food money, housing allowances and for lecture needs. As a result, many recipients seek additional income by working part time in places around the campus, participating in lecturer research projects and selling various food products so that they can cover the financial shortcomings that they must fulfill.

However, basically the benefits of the Bidikmisi scholarship program are very beneficial for meeting the life needs of students. The recipients feel helped to go through their lecture process and provide convenience in terms of living finance with the assistance of the allowance provided. Even though the nominal distributed by Bidikmisi is still insufficient for the needs of today's students, but the student very grateful being recipient this scholarship program.

b. Benefits of the Program Against Academic Achievement

Academic achievement is has to do with the teaching and learning process in lectures. The impact of the program on

student academic achievement was felt to be very good, it was seen that almost all recipients were outstanding students who had a cumulative achievement index above 3,00. The high student cumulative achievement index was a reference that the scholarship program had a very great for student academic achievement. So that this proves that basically recipients are students who have good intellectual intelligence and deserve to get this scholarship programs.

In addition to having good academic achievement in grade point average (GPA), recipients also have other achievements related to academic achievement. They were won the national Business Plan competition, the national community development proposal competition, and had the achievement of publishing a published scientific journal. It proves that recipients are students who excellence in academic field and this is inseparable from the Bidikmisi scholarship program which provides opportunities for economically disadvantaged students but have good achievement to be able to take higher education. Thus it can be concluded that Bidikmisi provide opportunities for students from weak economies who can have academic achievements.

c. Benefits of the Program against Non Academic Achievements

Non-academic achievement is not less important than academic achievement. Academic achievement can encourage students to be able to work outside the academic or lecture process. Academic achievement is basically related to the art of communication, having a strong personality, organizational ability, and the ability to cooperate and be independent. Non-academic achievements related to the process of self-actualization of students in developing soft skills, creativity, and imagination ability. In addition, non-academic achievements are related to academic achievement, where non-academic achievements have a role to balance academic achievement or ability.

The Bidikmisi program not only encourages students to be excellent only in academic field, but also in non-academic achievement. Padjadjaran University gives space for students to be creative and involved in various activities or organizations. This can be seen from the many recipients who are involved in competition activities, besides that there are also many recipients become organizational leaders and department heads within an organization, both internal organizations and external organizations.

Although it is not significant with the help of funds for fulfilling their needs, it is encouraging recipients to be involved in various organizational activities at the Padjadjaran University campus. Their involvement on organizational activities provides positive vibes that lead to non-academic achievements. Thus, this proves that the recipients are students who have a high fighting spirit to reach achievements. It just caused no labeling for recipients can make different by one student with another. The recipients never feel inferior even though they are from disadvantaged groups. Although his identity as recipients was known by the other students, they never

objected, because there were many friends who wanted to help if they were in trouble.

7. Conclusion

The Bidikmisi program is felt to provide benefits for recipients, this program is the policy of the Indonesian government to increase the number of college participation. In evaluating the process of implementing the Bidikmisi program in Padjadjaran University, there have been internal policies that regulate the implementation of this Bidikmisi scholarship to run well. This is evidenced by the Bidikmisi policy inherent in the university's governance system.

The implementation is carried out in accordance with instructions from the Kemristekdikti. To support this, the college made a policy related to the selection of students receiving programs and academic rules that support student achievement. This has a positive impact on the development of student achievements, both academic achievements and non-academic achievements.

Responding to the problem of providing assistance that is not on target, Padjadjaran University needs to improve the management resources of Bidikmisi so that it can verify data validly, and can improve services to students. While the manager needs to coordinate with the Ministry of Research, Technology and Higher Education so that the distribution of Bidikmisi scholarships will not be delayed.

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