

EVALUATION OF THE MINISTRY OF SOCIAL AFFAIRS' PEOPLE'S SCHOOL POLICY IN THE CONTEXT OF THE SOCIAL SECURITY AND EMPOWERMENT SYSTEM

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Abstract

People's Schools are expected to become a strategic instrument in strengthening the socio-economic independence of communities. This study aims to evaluate the effectiveness of the Ministry of Social Affairs' (*Kemensos*) People's School policy within the framework of the Social Security System and community empowerment efforts. People's Schools are expected to become a strategic instrument in strengthening the socio-economic independence of communities. This research used a qualitative approach with descriptive methods, through analysis of policy documents, in-depth interviews, and observations of program implementation in the field. The results indicate that the implementation of the Ministry of Social Affairs' People's School policy demonstrates a shift from charitable social assistance to more strategic and sustainable empowerment, by providing inclusive education, boarding facilities, and meeting basic needs for children from extremely poor families to break the intergenerational cycle of poverty. Despite its significant potential as an instrument for improving the quality of human resources through strengthening academics, character, and vocational skills, and supporting the placement of graduates, the program's effectiveness is still hampered by challenges related to the distribution and capacity of educators, governance, selection transparency, and the inadequate involvement of appropriate actors. Therefore, strengthening cross-institutional coordination, increasing teacher capacity, and improving governance are key to ensuring that People's Schools operate more adaptively, accountably, and have a maximum impact on the social empowerment of vulnerable communities.

Keywords: *Public Schools, Ministry of Social Affairs, Policy Evaluation, Social Security System, Community Empowerment, Social Protection.*

A. INTRODUCTION

Social development in Indonesia faces complex challenges, particularly in efforts to improve the welfare of the poor and vulnerable. The government, through the Ministry of Social Affairs (*Kemensos*), is attempting to address these issues by launching various social protection and empowerment programs (Riyanto, 2025). One such innovation is the People's School program, which aims to provide basic skills education, social literacy, and individual capacity building to achieve independence (Lesmana, 2025).

The People's School program is a government initiative designed to break the cycle of poverty by providing access to education for children from low-income families. The program's primary target is children from families in deciles 1 and 2 based on the National Socioeconomic Single Data (DTSEN), which are groups with the highest levels of economic vulnerability (Hudhana & Ibrahim, 2025). Participants accepted into the People's School are obligated to complete their education until graduation, demonstrating the government's commitment to ensuring the continuity of education for this vulnerable group (Baidowid, et al., 2025).

In addition to providing free education, the People's School is designed to provide a safe, comfortable learning environment with adequate facilities. This program focuses not only on improving academic abilities but also equips students with relevant non-academic skills for

the future (Tamam & Baihaki, 2025). By fostering character, including values of leadership, nationalism, and independence, the People's School is expected to produce graduates who are not only intellectually intelligent but also ready to contribute to social and economic development (Afrida et al., 2025).

Within the context of the National Social Security System (SJSN), People's Schools play a crucial role as part of a non-cash transfer intervention focused on improving the quality of human resources (Hennigusnia & Kurniawati, 2021). Although the SJSN emphasizes protection through health, employment, and welfare insurance, empowerment programs such as People's Schools complement and strengthen the effectiveness of this social security. In other words, this program is expected to break the cycle of poverty through a capacity-building approach, so that communities not only receive assistance but also are able to build their independence (Retnaningsih, 2019).

However, in practice, the implementation of the People's School policy faces various obstacles. The low quality of human resources, budget constraints, and suboptimal synergy between agencies are key challenges in program implementation (Firnanda et al., 2025). Furthermore, each region has distinct social and economic characteristics, so the approach implemented may not always be aligned with local needs. Therefore, in-depth evaluation is necessary to determine the effectiveness of this policy in achieving empowerment goals (Akbar et al., 2023).

Policy evaluation is crucial for assessing whether the program is running according to plan, meeting targets, and having a significant impact on the target community. Evaluation can identify aspects that have been successful and areas that still need improvement (Permatasari et al., 2019). In the context of the People's School, evaluation encompasses not only the implementation process but also the program's results and sustainability. This is necessary, given that empowerment programs ideally produce long-term changes that can improve the community's social welfare (Rantung, 2024).

Research on the People's School policy is still relatively limited, thus necessitating a deeper understanding of its effectiveness within the framework of social security and empowerment. By conducting a policy evaluation, this study hopes to provide a comprehensive overview of the program's implementation, including examining whether the program is truly capable of improving participants' skills, expanding access to social services, and promoting improvements in the lives of the poor.

Based on this background, this study formulates several questions that serve as the focus of the study. First, how is the Ministry of Social Affairs' People's School policy implemented within the context of the social security system? Second, to what extent is the program effective in promoting community empowerment? The purpose of this study is to evaluate the implementation of the People's School policy in relation to the Social Security System and community empowerment. This study also aims to identify program achievements, analyze its effectiveness, and uncover operational challenges encountered during implementation. Furthermore, this study provides strategic recommendations for policy improvements to make it more responsive, inclusive, and sustainable.

B. METHOD

This study uses a qualitative, descriptive, and evaluative approach to understand the implementation and effectiveness of the Ministry of Social Affairs' People's School policy in the context of the social security system and community empowerment. Research informants were selected purposively, consisting of Ministry of Social Affairs officials, program facilitators, partner institution managers, and People's School participants (Anggito & Setiawan, 2018). Research data were obtained through in-depth interviews, activity observations, and documentation studies of implementation guidelines and program reports.

The study was conducted at relevant People's School implementation locations selected based on research needs. Data analysis was conducted using the Miles & Huberman model, which includes data reduction, data presentation, and conclusion drawing. To ensure data validity, the study applied triangulation of sources, techniques, and time. Primary and secondary data were then interpreted to assess program effectiveness and identify obstacles and supporting factors for implementation. The entire research process was carried out while maintaining research ethics, including informant consent, data confidentiality, and objectivity of analysis results (Muhamad, 1996).

C. RESULT AND DISCUSSION

1. Implementation of the Ministry of Social Affairs' People's School Policy in the Context of the Social Security System and Empowerment

The implementation of the Ministry of Social Affairs' People's School policy represents a paradigm shift from charitable social protection to a more comprehensive and sustainable empowerment approach. This program is designed not only to meet the educational needs of children from poor families but also to build their capacity to escape the cycle of poverty. By providing structured educational facilities, intensive mentoring, and a conducive learning environment, People's Schools serve as a strategic instrument in creating a stronger generation of young people academically, with character, and life skills. This approach aligns with the government's vision to promote equal access to education and improve the quality of national human resources, especially for the most socially and economically vulnerable groups.

a. Context of the Social Security System

Within the context of the social security system, People's Schools serve as a crucial complementary component, operating outside of formal social security schemes (such as BPJS Kesehatan or Ketenagakerjaan), which are managed by separate bodies. The implementation mechanism includes the following aspects:

1). Inclusive Education for the Extremely Poor

The inclusive education program in the People's School is designed to ensure that children from extremely poor families continue to have equal access to quality education. This group is often vulnerable, and therefore at high risk of dropping out of school due to economic constraints, lack of family support, and other social factors. By providing a structured and free educational pathway, this program ensures that no child from the poorest families is left behind in fulfilling their basic right to education.

One of the program's key characteristics is the boarding school model, which allows students to live in a safe and controlled learning environment. Through the boarding school system, students can fully concentrate on the learning process without being burdened by daily life issues at home, such as food availability, housing conditions, or the responsibility of earning a living. The boarding school environment also encourages character development through discipline, independence, and the development of positive activities that may otherwise be unattainable in a limited family environment.

The state guarantees all student needs, from clothing and food to school supplies and other learning support facilities. This guarantee provides certainty and stability for children who previously lived in poverty, enabling them to pursue education without financial constraints. By meeting these basic needs, the inclusive education program at the People's School not only provides access to education but also builds a better foundation for the well-being of children from extremely poor families. This program is a strategic step in breaking the cycle of poverty and realizing equitable education for all citizens.

2). Target Beneficiaries

The primary beneficiaries of the Ministry of Social Affairs' People's School program are children from socioeconomically vulnerable groups, particularly those in the 1st to 4th

deciles of the Integrated Social Welfare Data (DTKS). This group statistically represents some of the poorest households in Indonesia and often faces significant difficulties in accessing quality formal education. Barriers faced include not only school fees but also additional costs such as transportation, uniforms, and daily necessities, which place a heavy burden on families. By focusing the program on this segment, the government's intervention aims to address the root causes of structural poverty, where access to education is key to improving living standards.

The People's School program is designed with the logistical and financial barriers faced by families in deciles 1-4 of the DTKS in mind. This program offers a comprehensive approach to ensuring that children from low-income families can access education without burdening their parents. By providing basic facilities and necessities, the program aims to create a supportive learning environment and reduce external factors that can lead to children dropping out of school among poor communities. The program's design directly addresses these factors so children can focus on their education.

The program's success in reaching its target beneficiary groups relies heavily on the use of DTKS data. By leveraging this data, the Ministry of Social Affairs can identify children most in need and ensure targeted aid distribution. This data-driven approach is crucial for transparency and accountability in resource management. By paying special attention to historically underserved groups, People's Schools aim to fulfill children's constitutional rights to education and realize the principles of social justice.

3). Breaking the Chain of Poverty

The Ministry of Social Affairs' People's School Program represents an innovative approach to poverty alleviation strategies in Indonesia. Rather than relying solely on temporary direct cash assistance (BLT) that only alleviates the symptoms of poverty, this program chooses to invest in human resources (HR). This investment is realized through the provision of high-quality education specifically targeted at children from extremely poor families. Logically, education is the most powerful tool for empowering individuals, equipping them with the knowledge and skills essential for achieving future economic independence. This approach is fundamentally different from consumer assistance, as it focuses on building individuals' inherent capacities.

The long-term vision of this program is to break the intergenerational chain of poverty. Poverty is often a hereditary cycle, where parents' limited access to education directly impacts their children's opportunities. People's School seeks to break this cycle by pulling children out of restrictive environments and placing them in a supportive educational ecosystem. By guaranteeing full access to education and vocational skills, this program ensures that graduates have an equal opportunity to obtain decent employment or continue their studies at a higher level. As a result, they are able to lift not only themselves but also their families out of poverty.

This approach is a concrete manifestation of the proactive role of the welfare state. The government does not merely react to existing poverty but strategically addresses the root causes. By investing significantly in the education of vulnerable groups, the state demonstrates its commitment to social justice and social mobility. This is a long-term investment for the nation, ensuring that every citizen, regardless of their economic background, has an equal opportunity to contribute to national development. This program reflects a transition from simply "giving fish" to "teaching how to fish," a key philosophy in sustainable empowerment.

b. Empowerment Context

The empowerment aspect of the People's School encompasses a holistic approach, focusing not only on students but also on the surrounding ecosystem.

1). Inclusive Education and Skills

The Ministry of Social Affairs' People's School program adopts an inclusive education model that goes beyond the formal academic curriculum. This holistic approach is designed to

ensure that students not only master school subjects but also develop other important attributes such as character building, work ethic, and independence. A structured boarding environment encourages discipline and responsibility, while vocational skills training modules provide practical skills relevant to current job market needs. This focus on soft skills and life skills aims to produce graduates who are mentally and practically prepared to face challenges outside the school environment.

The primary goal of this emphasis on vocational skills and character building is to significantly increase graduates' competitiveness. Equipped with dual skills, academic and practical, students have a strong foundation for choosing their career path, whether entering the workforce directly or continuing their education at a higher level such as a university or polytechnic. This work readiness is crucial in the context of breaking the cycle of poverty, as competent graduates are more likely to find decent and stable employment. The result is individuals who are independent, competitive, and ready to contribute to the economy, thus achieving the long-term empowerment goals of this program.

2). Graduate Downstreaming

Graduate downstreaming is a crucial stage in the implementation of the Ministry of Social Affairs' People's School program, serving as a bridge connecting educational outcomes with real future opportunities. This process ensures that investments in human resources that have been made continue after graduation. The downstreaming strategy involves close collaboration with various parties, including the Ministry of Manpower (*Kemnaker*) for job placement and universities for continuing studies. *Kemensos* actively facilitates and guides graduates, ensuring a smooth transition from the educational environment to society.

The primary goal of this downstreaming is to prevent graduates from returning to the cycle of poverty that underpinned their background. Through collaboration with Kemnaker, graduates who choose to go directly to work can be channeled into industries relevant to the vocational skills they have learned, often through apprenticeship programs or guaranteed job placements. For those who excel and wish to pursue higher education, the Ministry of Social Affairs coordinates with universities to provide access to scholarships or special admission pathways. This guarantee of sustainability ensures that each graduate has a clear path to economic independence, ensuring the long-term success of the program's interventions.

c. Cross-Sector Collaboration

The implementation of the Ministry of Social Affairs' People's School program relies heavily on a strong cross-sectoral collaboration approach. This collaboration involves local governments, civil society organizations, and the private sector, each of which plays a vital role in ensuring the program's effectiveness and reach. Local governments, for example, play a role in identifying target beneficiaries through the Integrated Social Welfare Data (DTKS) in their areas and providing initial facilities. The involvement of civil society organizations often assists with social assistance and field supervision, while the private sector plays a key role in providing job or internship opportunities for graduates through Corporate Social Responsibility (CSR) schemes or other strategic partnerships.

This synergy between various stakeholders significantly strengthens the program's sustainability and expands its impact. With multi-stakeholder support, the program is not merely a single initiative of the central government but also a collective movement for community empowerment. This collaboration ensures that available resources are utilized optimally and efficiently, avoiding program duplication and ensuring a comprehensive support ecosystem. As a result, the impact of the People's School program extends beyond individual education to empowering the community as a whole, creating a positive domino effect in poverty alleviation efforts in Indonesia.

2. Evaluation of the Ministry of Social Affairs' Community School Policy in the Context of the Social Security System and Empowerment

a. Teacher Resources

The evaluation of the Community School policy shows that teacher resources are a crucial factor requiring serious attention. The availability of competent and equitable teachers in every region remains a challenge, primarily because the distribution of teaching staff does not take into account actual needs on the ground. Many schools experience teacher shortages in certain subjects, while others have an excess of teaching staff. This imbalance impacts the quality of learning, given that the success of Community Schools is largely determined by the ability of teachers to provide intensive support to students from vulnerable groups.

In addition to equity, teacher employment status is also a critical issue that needs to be addressed, particularly regarding teachers with PPPK status and honorary staff who are placed without clarity regarding incentives, workload, and career mechanisms. This lack of clarity creates uncertainty that has the potential to impact educator motivation and performance. The evaluation also uncovered complaints regarding the lack of provision and training from the central government before teachers are placed in Community Schools. However, considering that the program targets children from extremely poor families, teachers should be equipped with specialized pedagogical skills, psychosocial approaches, and an understanding of inclusive and empowerment-based education.

Furthermore, the involvement of the Indonesian National Armed Forces (TNI) in the educational process is deemed inappropriate because it does not fully align with the pedagogical needs of the People's School program. The TNI's role, which is more focused on discipline and security, often contradicts the principles of humanistic, participatory, and inclusive education. Furthermore, the lack of transparency regarding the policy's basis and the mechanism for placing TNI and teachers in this program raises public doubts about the policy's accountability. If not immediately addressed, these issues have the potential to hamper the effective implementation of the People's School and undermine its primary goal: breaking the cycle of poverty through quality and equitable education.

b. Governance and transparency

The student recruitment process is a crucial aspect in evaluating the People's School policy because it relates to the principles of transparency, accountability, and program alignment. Selection that is not conducted openly and measurably has the potential to lead to inaccurate targeting, particularly since the program is aimed at children from extremely poor families who require ongoing educational intervention. Data shows that 115 of the total 9,705 students withdrew from the program, citing various reasons. Most students chose to return to regular schools because they felt more comfortable with the non-boarding education system, while others expressed objections to the strict rules and the boarding school lifestyle, which required them to adapt quickly. This phenomenon indicates the need for a clearer selection mechanism, more intensive communication with families, and comprehensive outreach regarding the program's characteristics before students are accepted as participants, so that the recruitment process is more effective and aligns with the needs and readiness of prospective students.

Financial management in the People's School Program is a crucial aspect in determining the program's sustainability and integrity. Transparency and accountability must be strictly maintained, given the substantial budget allocated for providing dormitory facilities, basic student needs, learning materials, and school operations. The involvement of the Ministry of Finance in the financial planning and oversight process is crucial to ensure all expenditures comply with procurement regulations, while preventing potential irregularities and inefficient practices. With clear reporting mechanisms and regular audits, the government can ensure that every rupiah of the budget is truly used to improve the quality of education and student welfare.

Furthermore, program governance also requires thorough and comprehensive planning. Work programs must be systematically structured, from defining objectives and organizing activities to scheduling, to establishing clear indicators of success. Regular evaluation is an essential component in ensuring that program implementation proceeds according to plan and that any obstacles or deviations can be promptly corrected. Continuous evaluation not only helps improve the effectiveness of program management but also strengthens public trust in the People's School as part of a modern, results-oriented national social protection and empowerment policy.

c. Learning Effectiveness

Evaluation of the effectiveness of learning in the People's School Program is conducted to ensure that the teaching and learning process is aligned with the needs and abilities of students. Given that program participants come from extremely poor families with diverse educational backgrounds, the learning approach must be adaptive and student-centered. Evaluations are conducted to assess whether the learning methods used are able to help students understand the material well, improve their academic abilities, and provide additional support for students experiencing learning difficulties. Learning effectiveness is also assessed by the teacher's ability to deliver the material, the use of learning facilities, and the appropriateness of the curriculum to student needs.

Furthermore, channeling student talents is a crucial aspect of program evaluation. Each student has different potential and interests, so the program needs to ensure that their talents are identified and developed early. Through extracurricular activities, fostering special interests, and vocational skills training, People's Schools strive to prepare students for continuing their education to a higher level or entering the workforce. Evaluations are conducted to assess the extent to which the program has succeeded in opening up future opportunities for students, both through improving practical skills and academic readiness. Thus, People's Schools focus not only on academic ability but also on character development and strengthening individual potential.

Furthermore, the People's School was developed as a community-based learning model aimed at improving the quality of human resources and encouraging socio-economic empowerment, particularly in urban areas. This model emphasizes collaboration between schools, families, and communities to create a more inclusive and sustainable educational environment. By integrating the values of independence, mutual cooperation, and empowerment, the People's School serves as a learning center that not only transfers knowledge but also strengthens the social capacity of the surrounding community. Evaluation of this aspect includes how the school collaborates with external parties, its impact on empowering students' families, and its contribution to improving socio-economic well-being in the neighborhood where the program is implemented.

d. Synergy and Coordination

Synergy and coordination between institutions are crucial foundations for ensuring the successful implementation of the People's School Program. Given that this program involves various aspects, from registering extremely poor families and providing boarding school facilities to meeting students' daily needs, solid collaboration is required between the Ministry of Social Affairs, the Ministry of Education, the Ministry of Finance, local governments, and other relevant institutions. Without effective coordination, various processes such as budget distribution, teacher placement, education quality monitoring, and student mentoring have the potential to encounter significant obstacles.

By strengthening synergy between institutions, the government can ensure that all poor students' rights to a quality education are truly fulfilled. Effective collaboration allows for data integration, budget efficiency, and more structured program implementation. Furthermore, strong coordination can help identify emerging issues quickly and provide targeted solutions.

In the long term, strong synergy will not only increase the effectiveness of People's Schools but also strengthen the social protection system and community empowerment as a whole.

D. CONCLUSION

The implementation of the Ministry of Social Affairs' People's School policy demonstrates a paradigm shift from charitable social assistance to a strategic and sustainable empowerment approach. This program not only provides access to education for children from extremely poor families but also serves as an integral part of the social security system, strengthening state protection for vulnerable groups. Through inclusive education, boarding facilities, the fulfillment of basic needs, and the selection of beneficiary targets based on the DTKS (Disaster Data Entity List), People's Schools are an effective instrument for breaking the intergenerational cycle of poverty. This effort underscores the government's commitment to social justice and equal opportunities, especially for communities that have historically been underserved in the formal education system. In the context of empowerment, People's Schools adopt a holistic approach that combines strengthening academic competencies, character building, vocational skills, and supporting the downstream development of graduates. The program goes beyond education and ensures graduates gain employment opportunities or access to higher education through partnerships with the Ministry of Manpower, universities, local governments, civil society, and the private sector. This cross-sectoral collaboration creates a comprehensive and sustainable empowerment ecosystem, while strengthening the program's impact on improving the quality of human resources in Indonesia.

An evaluation of the Ministry of Social Affairs' People's School policy reveals that several fundamental challenges continue to hamper the program's effectiveness, particularly regarding teacher resources, governance, and learning effectiveness. Unequal distribution of teachers, unclear employment status, and a lack of specialized training for educators are factors that undermine the quality of educational services for children from extremely poor families. Furthermore, the inaccurate involvement of the Indonesian National Armed Forces (TNI) and weak transparency in student selection and financial management have raised public doubts about the program's accountability. These conditions underscore the need for improved governance, from recruitment mechanisms and work program development to budget reporting to teacher capacity building, so that the program's primary objective as an instrument for breaking the cycle of poverty can be optimally achieved. Furthermore, the evaluation indicates that People's Schools have significant potential as an instrument for social empowerment and improving human resource quality, provided they are supported by strong inter-institutional synergy and effective coordination. Learning can be more adaptive and student-centered if the program ensures the channeling of talents, the fulfillment of learning needs, and appropriate vocational guidance. Collaboration between the Ministry of Social Affairs, the Ministry of Education and Culture, local governments, civil society, and related sectors needs to be strengthened to ensure program sustainability, accelerate problem solving in the field, and increase funding and service efficiency.

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