

IMPLEMENTATION MODEL OF THE NINE-YEAR COMPULSORY EDUCATION POLICY IN KEEROM REGENCY

Bau Anting

Universitas Papua Madani Jayapura

bbauanting@gmail.com

ABSTRACT

The nine-year compulsory education program is a strategic policy of the Indonesian government aimed at improving equitable access to basic education. In Keerom Regency, the implementation of this program still faces various challenges, including geographical constraints, limited educational infrastructure, and uneven distribution of teachers. This study aims to analyze the implementation of the nine-year compulsory education program by focusing on its effectiveness, obstacles, and the role of stakeholders. The research employs a descriptive qualitative approach using interviews, observations, and documentation. The results show that the program has been implemented but has not yet reached optimal outcomes. Major obstacles include economic limitations of the community, low awareness of the importance of education, and limited access to schools. In addition, the shortage of teachers and inadequate educational facilities affect the quality of learning. Although efforts have been made by the local government and schools, these have not fully addressed the needs of all communities. This study concludes that strong synergy between the government, community, and stakeholders is essential to improve the success of the program through adaptive and sustainable policies.

Keywords: compulsory education, policy implementation, basic education, Keerom Regency

INTRODUCTION

Education is a planned and systematic process aimed at developing students' potential, knowledge, skills, attitudes, and values so that they are able to behave and contribute positively in both personal and social life. From a development perspective, education functions not only as a means of knowledge transfer but also as a strategic instrument in shaping character, improving the quality of human resources (HR), and promoting national progress. However, this ideal of education continues to face various disparities, including unequal access, differences in the quality of learning, and the relevance of education to the ever-evolving demands of the times.

Philosophically, Ki Hajar Dewantara emphasized that education is guidance in a child's growth—a process of directing all inherent human potentials so they can develop optimally in accordance with their nature and era. This perspective underscores the importance of independent learning, humanistic guidance, and respect for the unique potential of each learner. In practice, however, there remains a gap between this ideal concept and reality. Unequal distribution of educational facilities, variations in teacher quality, and limited implementation of student-centered learning remain major challenges in achieving equitable and high-quality education.

The Indonesian government has undertaken various efforts through educational policies, such as Law Number 20 of 2003 on the National Education System, Government Regulation Number 19 of 2005 and its revisions on National Education Standards, as well as curriculum policies such as the 2013 Curriculum and the Merdeka Curriculum. These policies are designed to improve education quality nationally through measurable and systematic standards. Nevertheless, their implementation still reveals disparities across regions, particularly in terms of infrastructure provision, equitable distribution of qualified teachers, and the application of competency- and independence-oriented curricula. These gaps pose significant obstacles to achieving the national education goal of educating the nation in a fair and sustainable manner.

Various studies indicate that education quality is strongly influenced by socio-economic factors, availability of facilities, teacher competence, and the support of the learning environment. From the perspective of human capital theory proposed by Theodore Schultz and Gary Becker, investment in education leads to increased human capacity, which directly impacts economic growth and national development. However, disparities in access and quality of education in Indonesia mean that these benefits have not been evenly distributed across all segments of society. This highlights the need for inclusive and equitable educational development to maximize its contribution to public welfare.

A progressive mindset within society forms a crucial foundation for developing high-quality human resources. Communities with open, progressive, and forward-looking perspectives are more capable of fostering individuals who excel intellectually, spiritually, and in practical skills. Therefore, education plays a role not only in transferring knowledge but also in shaping a learning culture that is adaptive to changing times. In this context, improving education quality must be carried out through comprehensive and continuous approaches, including enhancing teacher competence, developing relevant curricula, providing adequate infrastructure, and strengthening community participation.

Improving education quality cannot focus on a single aspect but must involve all elements within the educational system in a systemic manner. These elements include students as the primary subjects, curricula that adapt to developments in science and labor market demands, infrastructure that supports the learning process, professional and accountable school management, and sustained community support. Thus, quality education is the result of collective efforts by all stakeholders committed to developing future generations.

Technological advancements and innovation in various countries demonstrate that education quality is the primary foundation for building national competitiveness. Developed countries generally prioritize education as a central component of development, enabling them to produce highly competitive human resources. For instance, Japan has shown that a strong commitment to education can drive progress

in science, technology, and industry. This proves that quality investment in education results in innovative and productive human resources.

In contrast, Indonesia still faces numerous challenges in positioning education as the main foundation of development. Education is often not fully prioritized as a strategic sector in national development, resulting in policies that tend to be short-term oriented. Budget limitations, disparities in teacher quality, and uneven distribution of educational infrastructure remain key obstacles to improving education quality. Additionally, suboptimal education management leads to inefficient and ineffective use of resources.

In this context, the government plays a strategic role in improving education quality through policy formulation, funding provision, and continuous supervision. This role also includes empowering all stakeholders to ensure that the education system operates effectively and produces high-quality human resources. This aligns with the mandate of Article 31 of the 1945 Constitution, which affirms that every citizen has the right to education and that the government is responsible for providing a quality national education system.

One of the government's strategic policies to improve access to education is the Nine-Year Compulsory Education Program. This program aims to ensure that every citizen receives at least basic education—six years at the primary school level and three years at the junior secondary level. The implementation of this policy has a strong legal foundation in the National Education System Law and is supported by various other regulations. The compulsory education program serves as an important instrument in improving human resource quality so that individuals can actively participate in national development.

At the regional level, particularly in Keerom Regency, the implementation of the Nine-Year Compulsory Education Program faces its own challenges influenced by geographical, social, and economic conditions. Local governments have the authority to manage education according to local needs, including through regional regulations and policies that support improvements in education quality. With regional autonomy, it is expected that local governments can innovate in enhancing access to and the quality of education more effectively and in a targeted manner.

Overall, improving education quality requires a holistic approach involving all components of the education system. Synergy between the government, the community, and other stakeholders is the key to achieving quality, equitable, and sustainable education. Therefore, studying the implementation of the Nine-Year Compulsory Education Program in Keerom Regency is essential to identify various challenges and formulate appropriate strategies to improve education quality in the region.

RESEARCH METHODS

1. Type of Research

This study employs a qualitative approach with a descriptive-analytical method to examine in depth the implementation of the Nine-Year Compulsory Education Program in Keerom Regency. The qualitative approach is chosen because it is capable of explaining social phenomena in a contextual and holistic manner, particularly in relation to the implementation of education policies at the regional level. The descriptive-analytical method is used to describe empirical conditions in the field while simultaneously analyzing various factors that influence the success and challenges of program implementation. Through this approach, the study not only captures reality but also interprets the meaning behind the findings obtained.

2. Data Sources

The data sources in this study consist of two types: primary data sources and secondary data sources. Primary data are obtained directly from informants involved in the implementation of the Nine-Year Compulsory Education Program, such as officials from the Education Office, school principals, teachers, parents, and community leaders. Informants are selected using purposive sampling based on their relevance to the research objectives, and then expanded using snowball sampling techniques to obtain more in-depth information. Meanwhile, secondary data are obtained from official documents, such as education policies, performance reports, educational statistics, and other archives related to the compulsory education program.

3. Types of Data

The data used in this study are qualitative in nature, consisting of narratives, descriptions, and verbal information obtained from interviews, observations, and documentation. These qualitative data include the perceptions, experiences, views, and interpretations of informants regarding the implementation of the Nine-Year Compulsory Education Program. In addition, supporting data in the form of numerical or statistical information are also used to strengthen the analysis, although they are not the main focus of the study. Thus, the data types are descriptive and contextual, enabling a comprehensive understanding of the phenomenon under investigation.

4. Data Collection Techniques

Data collection is carried out through three main methods: in-depth interviews, field observations, and documentation studies. In-depth interviews are conducted in a semi-structured manner to comprehensively explore the experiences, perceptions, and challenges faced by informants in implementing the compulsory education program. Field observations are conducted to obtain a real picture of educational facilities and infrastructure, the learning process, and interactions between teachers and students in schools. Meanwhile, documentation studies involve reviewing various official documents such as laws and regulations, education reports, and relevant statistical

data. These three techniques are used in an integrated manner to obtain valid and complementary data.

5. Data Analysis

Data analysis in this study is conducted interactively and continuously from the beginning to the end of the research. The analysis process refers to the qualitative data analysis model, which includes three main stages: data reduction, data display, and conclusion drawing. Data reduction is carried out by selecting, focusing, and simplifying field data to align with the research objectives. Data display is presented in the form of systematic descriptive narratives to facilitate understanding of patterns and relationships among the data. The final stage is conclusion drawing, which is conducted gradually by identifying key findings and causal relationships that emerge throughout the research process.

To ensure data validity, this study employs source triangulation and method triangulation techniques. Source triangulation is conducted by comparing information from various informants, while method triangulation is carried out by comparing results from interviews, observations, and documentation. In addition, a member check technique is also applied, in which findings are reconfirmed with informants to ensure data accuracy. Through these steps, the study is expected to produce valid, reliable data and provide a comprehensive understanding of the implementation of the Nine-Year Compulsory Education Program in Keerom Regency.

RESULTS AND DISCUSSION

The findings indicate that the implementation of the Nine-Year Compulsory Education Program in Keerom Regency is significantly influenced by four key variables in the policy implementation model proposed by George C. Edward III: communication, resources, disposition, and bureaucratic structure. These four variables are interrelated and collectively determine the effectiveness of education policy implementation at the regional level. Field findings show that the program has been implemented, but not yet optimally, as constraints persist within each of these variables.

1. Communication Factor

Communication is a critical factor in determining the success of the Nine-Year Compulsory Education policy implementation. The results show that communication between the central government—particularly the Ministry of Education, Culture, Research, and Technology—and local governments, as well as educational institutions in Keerom Regency, has generally been conducted through various channels, such as policy dissemination, coordination meetings, and the distribution of technical guidelines. However, the effectiveness of this communication still faces several challenges, particularly in terms of consistency in information delivery and understanding at the implementation level.

At the level of the Education Office and schools, there are variations in understanding the compulsory education policy, especially regarding its technical implementation in the field. This indicates potential communication distortions leading to differences in policy interpretation. In addition, limited access to information in remote areas also hinders the equitable dissemination of information. Communities, as the primary target of the program, do not yet fully understand the importance of nine-year basic education, which affects school participation rates in certain areas.

On the other hand, feedback mechanisms between policy implementers and policymakers have not yet functioned optimally. Reports from schools and education offices have not been fully utilized as a basis for continuous policy improvement. Therefore, strengthening a more effective communication system is necessary, including the use of locally appropriate communication media and increased intensity of public outreach.

2. Resource Factor

Resources are a crucial factor in supporting the successful implementation of the compulsory education program. The findings show that the availability of resources in Keerom Regency remains a major challenge, both in terms of human resources, funding, and infrastructure.

From the human resource perspective, there is still a shortage of teachers in several schools, particularly in remote areas. In addition, teacher quality is uneven, which affects the quality of learning. The unequal distribution of teachers results in some schools having an excess of teachers, while others face shortages. This condition highlights the need for more effective teacher distribution policies.

In terms of funding, although the government has allocated an education budget, its utilization has not been fully optimal. Limited school operational funds and additional costs borne by the community remain obstacles to improving access to education. Educational infrastructure is also inadequate, especially in remote schools, including poor building conditions, limited learning facilities, and minimal access to educational technology.

Furthermore, policy and regulatory support from the local government already exists, but its implementation still requires strengthening, particularly in terms of monitoring and program evaluation. Thus, improving both the quality and quantity of resources is a top priority in supporting the success of the compulsory education program.

3. Disposition Factor

Disposition in the context of policy implementation refers to the attitudes, commitment, and responsiveness of implementers toward the program. The findings show that, in general, the Education Office of Keerom Regency demonstrates a fairly strong commitment to implementing the Nine-Year Compulsory Education Program.

This is reflected in various efforts such as program planning, activity organization, and supervision of implementation at the school level.

However, several challenges remain, particularly related to consistency in implementation and coordination among stakeholders. Some schools still experience difficulties in translating policy into effective work programs. In addition, the motivation and readiness of implementers in the field vary, which affects the quality of program implementation.

Efforts to improve access to education for school-age children have also been undertaken, such as building new schools and providing educational services in remote areas. However, these efforts still face geographical barriers and resource limitations. Therefore, strengthening the commitment and capacity of policy implementers through training, mentoring, and improved inter-institutional coordination is necessary.

4. Bureaucratic Structure

The bureaucratic structure refers to organizational mechanisms, procedures, and the division of tasks in policy implementation. The findings show that the bureaucratic structure in implementing the Nine-Year Compulsory Education Program in Keerom Regency refers to existing regulations, such as the National Education System Law and National Education Standards.

Program implementation procedures have been formally established, covering planning, execution, and evaluation stages. However, in practice, there are still challenges related to coordination among work units and limited managerial capacity in some schools. Additionally, a hierarchical bureaucratic structure tends to reduce flexibility in decision-making, particularly in responding to diverse local conditions.

The involvement of various stakeholders—such as schools, teachers, parents, and school committees—has been present but not yet fully integrated into an effective system. This indicates the need for simplifying procedures and strengthening cross-sector coordination so that program implementation can be more efficient and responsive to community needs.

Based on these four factors, it can be concluded that the implementation framework of the Nine-Year Compulsory Education Program in Keerom Regency still faces various multidimensional challenges. Suboptimal communication leads to gaps in policy understanding. Resource limitations constitute a major obstacle to program implementation. Uneven disposition among implementers affects the quality of implementation, while an insufficiently effective bureaucratic structure hinders coordination and decision-making processes.

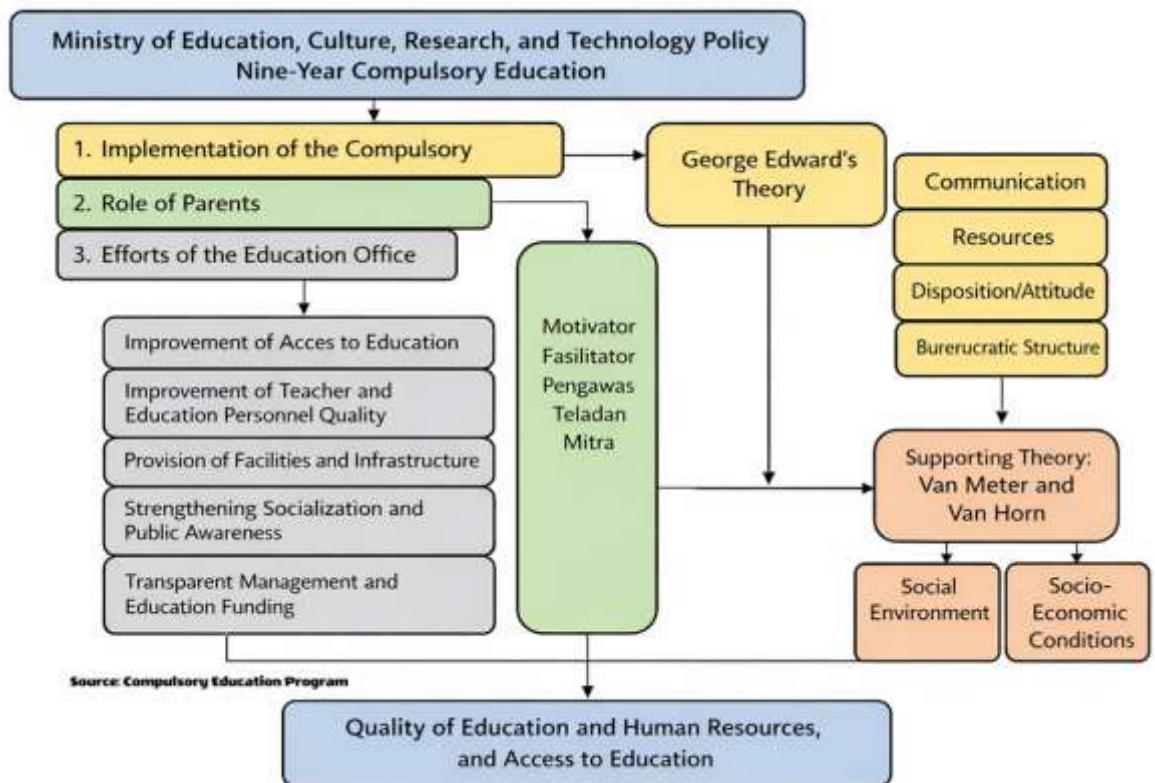


Figure 1. Conceptual Framework

These four factors are interrelated and cannot be separated. For example, limited resources can affect the effectiveness of communication and the disposition of implementers, while an inefficient bureaucratic structure can worsen resource distribution. Therefore, a holistic and integrated approach is required to improve the implementation of the compulsory education policy.

Accordingly, efforts to enhance the quality of the implementation of the Nine-Year Compulsory Education Program in Keerom Regency should focus on strengthening communication, increasing resources, developing the capacity of implementers, and carrying out bureaucratic reform. Through these measures, the compulsory education program is expected to run optimally and sustainably improve the quality of education as well as human resources.

The implementation of this program is expected to continue to develop and to produce a younger generation that is well-educated, possesses strong basic skills, and is ready to contribute to regional development in Keerom Regency. The Keerom Regency Government demonstrates that through appropriate policies, adequate facilities, and equitable funding, education can become a key pillar in achieving societal progress and improving the quality of life for all citizens.

Table 1. Number of Junior Secondary Schools (SMP) under the Ministry of Education, Culture, Research, and Technology by District in Keerom Regency, 2022/2023 and 2023/2024

District	School					
	Public		Private		Total	
	2022/2023	2023/2024	2022/2023	2023/2024	2022/2023	2023/2024
Web	1	1	0	0	1	1
Towe	1	1	0	0	1	1
Yaffi	1	1	0	0	1	1
Senggi	1	1	0	0	1	1
Kaisenar	0	0	0	0	0	0
Waris	2	2	0	0	2	2
Arso	1	1	2	2	3	3
East Arso	1	1	1	1	2	2
West Arso	2	2	1	1	3	3
Mannem	1	1	0	0	1	1
Skanto	2	2	0	0	2	2
Keerom	13	13	4	4	17	17

Source: BPS Keerom Regency

Analysis/Discussion

The implementation of the Nine-Year Compulsory Education Program in Keerom Regency is analyzed using the policy implementation framework proposed by George C. Edward III, which emphasizes four main variables: communication, resources, disposition, and bureaucratic structure. The findings indicate that these four variables are closely interconnected and collectively determine the level of success in implementing education policy at the regional level. Data obtained through interviews, observations, and documentation were interpreted using a descriptive-analytical approach to generate a comprehensive understanding.

From the communication aspect, the findings show that the dissemination of policy information from the central government to local governments and educational institutions has been carried out through various formal mechanisms, such as policy socialization, circular letters, and coordination meetings. However, in practice, communication effectiveness remains suboptimal. This is evident from differences in understanding among policy implementers at the school level regarding the objectives and technical implementation of the compulsory education program. One informant stated that “not all teachers fully understand the details of policies issued by the central government, especially regarding curriculum implementation and program targets.” This statement indicates a communication gap that may lead to distortions in policy implementation.

According to George C. Edward III, effective communication must meet three key indicators: transmission, clarity, and consistency. In the context of Keerom Regency, these indicators have not been fully achieved, particularly in terms of clarity and consistency of information. In addition, limited communication access in remote areas also poses a challenge in ensuring equitable dissemination of policy information.

Therefore, strengthening a communication system that is more adaptive to local conditions is necessary, including the use of more effective and participatory communication media.

From the resource perspective, the study reveals that resource availability remains a major challenge in implementing the Nine-Year Compulsory Education Program. Human resources, particularly teaching staff, are still unevenly distributed in terms of both quantity and quality. Some schools in remote areas face teacher shortages, while urban areas experience an excess of educators. This condition reflects an imbalance in resource distribution that affects the quality of learning. As expressed by a school principal, “we still lack teachers in certain subjects, so one teacher has to teach multiple subjects simultaneously.”

In addition, limitations in infrastructure and facilities constitute a significant constraint. Some schools still have inadequate facilities, such as damaged classrooms, limited textbooks, and minimal access to educational technology. From a policy implementation perspective, resource availability is a fundamental prerequisite for successful implementation. Without adequate resources, even well-designed policies cannot be effectively executed. Therefore, improving the allocation and distribution of resources is an urgent necessity to support the success of the compulsory education program.

The disposition, or attitude of policy implementers, is also a critical factor. The findings indicate that, in general, implementers in Keerom Regency demonstrate a fairly strong commitment to the Nine-Year Compulsory Education Program. This is reflected in efforts by the Education Office to plan and supervise program implementation at the school level. However, there are variations in the level of commitment and motivation among field implementers. Some teachers and principals demonstrate proactive attitudes, while others tend to implement the program in a purely administrative manner without significant innovation.

According to George C. Edward III, disposition includes attitudes, commitment, and the level of acceptance of implementers toward a policy. When implementers have positive attitudes and strong commitment, policy implementation tends to be more effective. Conversely, a lack of commitment may result in suboptimal implementation. Therefore, efforts are needed to enhance implementers’ capacity and motivation through training, incentives, and the strengthening of a professional work culture.

Furthermore, from the bureaucratic structure perspective, this study finds that the implementation of the Nine-Year Compulsory Education Program is supported by a clear regulatory framework, such as Law Number 20 of 2003 and its derivative regulations. The existing bureaucratic structure has defined the division of roles and responsibilities among the central government, local government, and educational institutions. However, in practice, challenges remain in coordination among work units, as well as limited managerial capacity at the school level.

Hierarchical procedures often result in slow decision-making processes that are less responsive to local needs. In addition, evaluation and supervision mechanisms have not been optimally implemented, making it difficult to quickly identify and address problems. In George C. Edward III's framework, an effective bureaucratic structure should support policy implementation through clear, flexible, and responsive procedures. Therefore, more adaptive and results-oriented bureaucratic reform is required.

Overall, the findings indicate that the implementation of the Nine-Year Compulsory Education Program in Keerom Regency still faces various systemic challenges. The four variables in Edward III's model interact and influence one another. Limited resources can weaken communication and the disposition of implementers, while an ineffective bureaucratic structure can hinder resource distribution and coordination among stakeholders.

Thus, improving the effectiveness of program implementation requires a holistic and integrated approach. The local government needs to strengthen communication systems, enhance the availability and quality of resources, develop the capacity of implementers, and undertake more responsive bureaucratic reforms. In addition, community participation should be increased as part of a collective effort to support the success of the education program. Through these measures, the Nine-Year Compulsory Education Program is expected to be implemented optimally and to make a tangible contribution to improving the quality of human resources in Keerom Regency.

CONCLUSION

Based on the research findings, the implementation of the Nine-Year Compulsory Education Program in Keerom Regency has been carried out but has not yet been optimal in achieving the goals of equitable access and improved education quality. Analysis using the theory of George C. Edward III indicates that the communication factor still faces challenges, particularly in terms of clarity and consistency in delivering policy information to implementers and the community. As a result, differences in understanding occur, which affect the effectiveness of program implementation at both the school and community levels.

From the resource aspect, this study finds that limitations in teaching personnel, infrastructure, and the uneven distribution of resources are major obstacles. In addition, the disposition of policy implementers shows variation in commitment and readiness, which influences the quality of program implementation. The existing bureaucratic structure has formally supported policy implementation; however, challenges remain in coordination and flexibility in decision-making, particularly in responding to diverse local needs.

Overall, the successful implementation of this program requires strengthening these four factors in an integrated manner. The local government needs to improve communication effectiveness, ensure equitable resource distribution, and enhance the capacity of policy implementers. Furthermore, improvements in a more responsive bureaucratic structure and increased community participation are necessary. With integrated efforts, the Nine-Year Compulsory Education Program is expected to be implemented more effectively, equitably, and sustainably in improving the quality of human resources.

REFERENCES

- UNICEF. (2019). *The State of the World's Children 2019: Children, Food and Nutrition*. New York: UNICEF.
- Ministry of Education and Culture of Indonesia. (2017). *Indonesia Education Sector Analytical and Capacity Development Partnership (ACDP): Compulsory Education Policy Review*. Jakarta: Government of Indonesia.
- Mark Bray. (1999). *The Shadow Education System: Private Tutoring and Its Implications for Planners*. Paris: UNESCO.
- Keith M. Lewin. (2009). *Access to Education in Sub-Saharan Africa: Patterns, Problems and Possibilities*. Paris: UNESCO.
- Christopher Colclough. (2012). *Education Outcomes and Poverty in the South: A Reassessment*. London: Routledge.
- Asian Development Bank. (2013). *Education and Skills: Strategies for Accelerated Development in Asia and the Pacific*. Manila: ADB.
- World Bank. (2005). *Expanding Opportunities and Building Competencies for Young People: A New Agenda for Secondary Education*. Washington, DC: World Bank.
- Abdullah Abdurrahman Saleh, (2007). *Teori-Teori Pendidikan Berdasarkan Al- Qur'an*, Jakarta; Rineka Cipta
- Abdillah R.H, (2019). *Ilmu Pendidikan "Konsep, Teori dan Aplikasinya"* Medan: Penerbit LPPPI
- Abdillah F. (2020). *Manajemen Organisasi Pendidikan Kejuruan*. Jember: Cerdas Ulet Kreatif
- Ade Sofa, dkk. (2023). *A Implementasi Program Wajib Belajar Pendidikan Dasar 9 Tahun Bagi Suku Anak Dalam*; Vol. 7, No. 1 (Tahun 2023), hlm. 31-42, DOI: 10.56662/administraus.v7i1.175
- Ade Millatus Sa'adiyyahd an Siti Kulsum. (2021). *Analisis Dinamika Penerapan Kebijakan Wajib Belajar 13 Tahun*. *Jurnal Pendidikan, Kewarganegaraan, Hukum, Sosial, dan Politik Ejournal LPPM Unbaja*. Nomor / Tahun: Vol. 4 No. 1 (2021). DOI: 10.47080/propatria.v4i1.1109 E]
- Afif Faizin, Hesti Kusumaningrum. (2023), *Review Model-Model Evaluasi Program Untuk Pendidikan Dan Pelatihan Online.* Edu Manajerial: Jurnal Manajemen Pendidikan.
- Ahmadi Abu dan Nur Uhbiyati, (2007). *Ilmu Pendidikan*. Jakarta: PT Rineka Cipta
- Agus Kichi Hermansyah, dkk. (2024) ; Tobias Nggaruaka; Adi Sumarsono, *Jurnal Ilmiah PENDAS: Primary Education Journal Jurnal UNRAM*, Volume / Nomor / Tahun: Vol. 5, No. 1 (Januari-Juni 2024),

- Annisa Purwatiningsih & Agung Suprojo, (2024), *Implementasi Kebijakan UU No. 20 Tahun 2003 dalam Menangani Anak Putus Sekolah di Kota Malang*, Reformasi: Jurnal Ilmiah Ilmu Sosial dan Ilmu Politik, **Vikolume / Nomor / Tahun:** Vol. 14, No. 1, Tahun 2024 Jurnal Unitr
- Arisman Sabir, dkk. (2023), *Pelaksanaan Program Wajib Belajar 9 Tahun di Desa Datar Kecamatan Muko-Muko Bathin VII*, JISOS Jurnal Ilmu Sosial, Universitas Muhammadiyah Muara Bungo Bajang Journal, **Vol / No / Tahun:** Vol. 2, No.1, Februari 2023