

Policy Implementation: Basic Education 9 Years Indonesian School Abroad in Malaysia

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Abstract

In Government Regulation Number 64 Year 2016 it is stated, what is meant by Low-Income Communities (MBR) is people who have limited purchasing power. The 9-year compulsory education problem does not only belong to rural areas, urban areas are not immune to the problem of completing 9-year compulsory education, especially for Low-Income Community Settlement Areas. The theory used is using Policy Implementation Theory from Van Meter and Van Horn, using descriptive qualitative research methods. Research results show in aspects of: 1) In Malaysia's Kotakinabalu and in the Bandung Regency of Indonesia, the implementation of 9-year basic education has been more widely regulated in the Act. No 20 of 2003 concerning the National Education System; 2) In Malaysia's Kotakinabalu, SIKK still lacks teachers. In Bandung Regency, remote and isolated areas, educational facilities and infrastructure are still very limited; 3) In Malaysia's Kotakinabalu, egocentricity is a problem among teachers. In the Bandung Regency of Indonesia, learning methods between teachers and students that have not been implemented to the fullest illustrate that the implementation of 9-year basic education in the Bandung Regency of Indonesia is still lacking in its implementation. Recommendations from the results of the research analysis are as follows: 1) increasing the stages of the HR development program; 2) In the Implementation of the 9-Year Compulsory Basic Education Policy for Indonesian Citizens (WNI) in the Low-Income Community Settlement Area (MBR) in Kotakinabalu, Malaysia is given special treatment in terms of implementing the 9-year compulsory basic education.

Keywords : Implementation, Policy, Education, Kinabalu, Bandung Regency

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1. Introduction

Residential area is part of the environment outside the protected area, both in the form of urban and rural areas, which functions as a residential or residential environment and a place of activity that supports life and livelihood. (Article 1 (3) of Law No. 1/2011). In Government Regulation Number 64 Year 2016 it is mentioned, what is meant by MBR is people who have limited purchasing power so they need to get government support to get a house. The 9-year compulsory education problem does not only belong to rural areas, urban areas are not immune to the problem of completing 9-year compulsory education, especially for Low-Income Community Settlement Areas.

The NPM Editorial Team (2009: 145) revealed that the completion of a quality 9-year compulsory basic education program aimed at: 1) increasing the equivalent gross enrollment rate of SMP / MTs to a minimum of 95%. 2) reduce the number of junior high school dropouts from 2.83% to 2%. 3) improve the quality of graduates with an indicator of 70% of participants in the National Examination achieving grades above 6.00 4) completing educational facilities so that 75% of SMPs meet National Education Standards, including: at least 80% of SMPs have libraries, 50% of SMPs have Science Laboratories, 50% of junior high schools have language laboratories, and 80% of junior high schools have adequate skills. 5) organize at least one international standard SMP pilot in each district / city. 6) the formation and functioning of the education information system network in every province throughout Indonesia properly. 7) improvement in the quality of SMP management with 70% of SMPs Running School Based Management (SBM) well. 8) increase awareness of community participation in the administration of education. Compulsory education serves to strive for the expansion and equitable distribution of opportunities for quality education for Indonesian citizens. The aim of the 9-year compulsory education program is to provide a minimum educational opportunity for every Indonesian citizen in order to develop the potential that exists in him and be able to live independently in the community. Minimum education in question is that people aged 7-15 years are required to attend the 9-year compulsory education program, namely 6 years at the SD / MI / equivalent level and 3 years at the SMP / MTs / equivalent level.

The mandate stated in the opening of the 1945 Constitution which one of its aims is to say "to educate the nation's life". Accordingly, when viewed from the achievements of the Indonesian State's Human Development Index (HDI) in 2015 based on Wikipedia data, Indonesia ranks 113 out of 180 countries measured. Measurements from the United Nations Development Program (UNDP), one of the measurements used is the length of time at school and the number of people who are literate. This indicator is also used by the Central Bureau of Statistics (BPS) to measure the Human Development Index (HDI). Education becomes one of the benchmarks of human development in addition to health and income. From the results obtained by Indonesia, it can be illustrated that this is an achievement that is not to be proud of.

As a comparison, Singapore as one of the small countries in ASEAN with limited natural resources but proves that the quality of its human resources (secondary education APK 107% and higher education APK 72%) is one of the developed countries in the world ranked second out of 144 countries, with income per capita

reached US \$ 49,261 (2011), far above Indonesia which only reached US \$ 3,509. (Source: Global Competitiveness Index (CGI), 2015).

Education services in Indonesia are divided into 3 major parts, namely basic education, secondary education and higher education. (Ihsan, 2005) All of these levels are intended to be a complete development of Indonesian people and to develop the whole of Indonesian society. The delivery of basic education should be more a concern of the government because it acts as a foundation. This is stated in the 1945 Constitution Article 31 paragraphs 1 and 2, which states that every citizen has the right to receive education and every citizen is obliged to attend basic education and the government is obliged to finance it.

Equitable distribution and expansion of access to education is directed at efforts to expand the capacity of the education unit and provide equal opportunities for all students from different social groups both socially, economically, gender, location of residence and level of intellectual ability and physical condition. Based on these provisions, all school-age children, regardless of their background, must obtain basic education services, including school-age children who are abroad. It is an undeniable fact that not a few Indonesian citizens of school age who live and are abroad must receive the same educational services as school-age children who are in the country. The same educational services means that adequate infrastructure is available, provided by qualified management and educators, given school management training for managers and has the same opportunity to develop the curriculum, there is no difference with the schools and staff provided for schools within country.

Until 2010 there were 14 SILN (Indonesian Foreign Schools) active schools, with varying conditions and typologies. With reference to its management in the Joint Decree of the Minister of Foreign Affairs of the Republic of Indonesia and the Minister of Education and Culture of the Republic of Indonesia Number 191/81/01 and Number 951 / U / 198 of 1981, which was revised with the second joint regulation No. 7 of 2015 and No. 1 of 2015 concerning management and implementation of education in Indonesia abroad.

One of them was through the establishment of the Kota Kinabalu Indonesian School (SIKK). This commitment to provide educational services for children of Indonesian school-aged citizens in Sabah, was demonstrated through the agreement of the President of Indonesia with the Prime Minister of Malaysia, the Vice President of the Republic of Indonesia with the Deputy Prime Minister of Malaysia and the Minister of National Education of the Republic of Indonesia with the Minister of Malaysian Studies on July 6-8, 2008 concerning permit to establish SIKK.

An interesting fact is from the organization of Indonesian Overseas Schools in Kota Kinabalu, Sabah, Malaysia. This school has 141 branches or Community Learning Centers (CLC), spread across Sabah and Sarawak (Data as of January 2017). Serving approximately 20,000 children from around 45,000 children Indonesian citizens (mostly migrant workers) who are in Sabah are school-age children. Data as of November 2016 shows that in the Indonesian School of Overseas Cities in Kota Kinabalu (Sabah, Malaysia) the number of Indonesian School-Age Children per Level has not been served by formal education for Elementary School levels of around 8,473 students and Junior High Schools around 2,118 students. While the number of

children who have received education services for elementary school is around 9,386 students and junior high school is around 3,898 students. Meanwhile the children served by the NGO (Non Government Organization) Humana amounted to 12,784 school age at the elementary school level. (Source: Consulate General of the Republic of Indonesia, 2017).

These children are the children of Indonesian workers seeking fortune in overseas countries. In this Sabah country, their existence can be said to be alienated, as foreigners, they do not have the same rights as the rights of Malaysian citizens. Included in the right to education, the Malaysian government cannot facilitate Indonesian children to study at Malaysian schools due to incomplete documents they have and other problems. Practically, tens of thousands of Indonesian children are in this area while they are not in school. The Kota Kinabalu Indonesian School has the responsibility to facilitate the education of the children of Indonesian workers in Sabah. After the establishment of SIKK, Indonesian children in the country of Sabah are entitled to education as other Indonesian children.

Kota Kinabalu Indonesia School with an area of 15,823 m² located at No.6 Jl. 3B Kota Kinabalu Industrial Park (KKIP) South Dua, Sepanggar, Kota Kinabalu, Sabah, Malaysia is recognized as a private school with recognition of the registration of educational institutions No. XVSF01 and needs to be renewed every five years by the Malaysian Government. From the Government of Indonesia, this school is based on the Minister of Education's Decree Number 094 / O / 2008. Considering the function of SIKK as the center point for Indonesian children's education in Sabah, Malaysia, in addition to organizing formal education, SIKK also serves as the parent school / coordinator for educational services in the Community Learning Center (CLC) which is spread and encompasses 3 Indonesian Representatives, namely the Indonesian Consulate General Kota Kinabalu, KRI Tawau, and KJRI Kuching, or covering two states namely Sabah and Sarawak, Malaysia. New CLC-CLC development programs continue to be needed to accommodate existing school-age children.

In order to carry out its operational activities, the funds received and managed by SIKK to provide educational services in Sabah and Sarawak are quite large, more than 20 billion rupiah per year. The majority of the allotment of these funds is used to finance existing CLC operations. These funds come entirely from the Ministry of Education and Culture budget. In 2015 and 2016, the Ministry of Education and Culture distributed Rp. 21,638,639,363 and Rp. 22,846,595,919. This much funding requires good planning, use and reporting. SIKK has the responsibility for managing the funds.

The above description is the current situation at the Kota Kinabalu Indonesian School. The management of the SIKK organization is no longer intended only for one existing school, but does accommodate all existing branches of the school (CLC). Indonesian Schools Kota Kinabalu Sabah Malaysia is required to be able to provide services and develop access to 9-year compulsory education for all school-age children in Sabah and Sarawak. SIKK acts not only as a school, more like a government organization. When compared with in Indonesia, it can be said that this school is an education service at the district or city level.

Meanwhile, in Bandung regency around 13,000 children graduating from elementary /

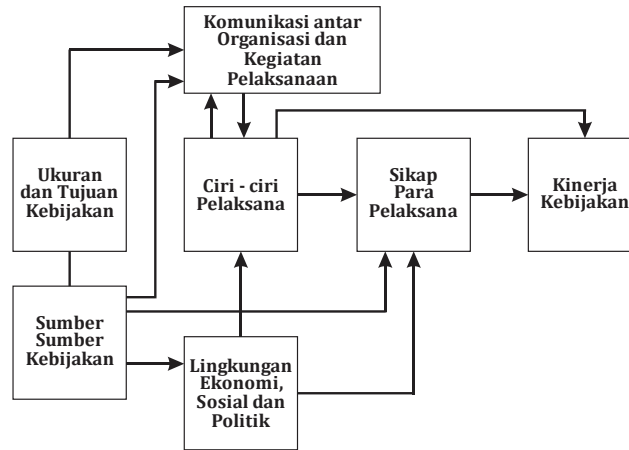
MI did not continue their education to SMP / MTs. The high number of children aged 13-15 years who are not in school requires the government and the community to make various efforts to improve education services for children aged 13-15 who are currently not in school for various reasons. From the background description above, it can be raised the following research questions "How is the Policy Implementation: 9-Year Compulsory Education for Indonesian Citizens (WNI) in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia) ?"

2. Literature

According to Van Meter and Van Horn (1975), there are several factors that are believed to influence policy implementation. Some of these factors are as follows :

1. *Policy standard and objective, which 'elaborate on the overall goals of the policy decision..... to provide concrete and more specific standard for assessing performance';*
2. *the resources and incentive made available;*
3. *the quality of inter-organizational relationships (we find in their discussion of this, as in so much of the American literature on implementation, an extensive discussion of aspects of federalism);*
4. *the characteristics of the implementation agencies, including issues like organizational control but also, going back surely to inter organizational issues, 'the agency's formal and informal linkages with the "policy-making" or "policy-enforcing" body';*
5. *the economic, social and political environment; dan*
6. *the disposition or response oh the implementers, involving three elements: 'their cognition (comprehension, understanding) of the policy, the direction of their response to it (acceptance, neutrality, rejection) and the iuntensity of that response'.*

Regarding the relationship between variables in the Van Meter and Van Horn models, schematically the Van Meter and Van Horn models can be seen from the figure below:



Picture 2.1

Model of Policy Implementation Process (Model Proses Implementasi Kebijakan)

Source : Van Meter dan Van Horn, *The Implementation Process: A Conceptual Framework, Administration and Society* (1975: Page. 445-448).

3. Research Method

This research is intended to find out "How is Policy Implementation: 9-Year Compulsory Education for Indonesian Citizens (WNI) in Low-Income Community Settlement Areas (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia)". Therefore, the research method used is a qualitative method. The qualitative research method was chosen by the researcher with the consideration that: first, the belief that truth can be more achieved by using qualitative methods, this is in line with the opinion of Bogdan and Taylor (1992: 18-22) that : "... Through qualitative methods we can get to know people (subjects) personally and see them develop their own definition of this world, we can feel what they experience in their daily struggles, study groups and experiences that we may not know at all. And finally, qualitative methods allow us to investigate concepts that in other research approaches, the essence will be lost.

4. Discussion

The Implementation of the 9-Year Compulsory Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia) is regulated in Law of the Republic of Indonesia No. 20 of 2003 concerning the National Education System and Government Regulation of the Republic of Indonesia Number 47 of 2008 concerning Compulsory Education. According to Van Meter and Van Horn, there are several factors that are believed to influence the implementation of policies. Some of these factors are as follows: 1) Policy standards and objectives; 2) the resources and ancentive made available; 3) the quality of inter-organizational relationships; 4) the characteristics of the implementation agencies, including issues such as organizational control but also, going back surely to inter organizational issues, 'the agency's formal and informal linksages with the' policy-making 'or' policy-enforcing 'body'; 5) the economic, social and political environment; and 6) the disposition or response oh the

implementers, involving three elements: 'their cognition (comprehension, understanding) of the policy, the direction of their response to it (acceptance, neutrality, rejection) and the efficiency of that response'.

Policy Standard and Objective

Policy standards and objectives are basically what the program or policy wants to achieve, whether tangible or not, short, medium, or long term. Clarity and policy objectives must be seen specifically so that at the end of the program the success or failure of the policy or program being carried out can be known. Regarding the Variable Policy Standards and Objectives, Van Meter and Van Horn (1975: 464) explain: "Given our primary interest in the factors that determine the performance of policy, the identification of performance indicators is a crucial stage in the analysis. Essentially, the performance indicators assess the extent to which the policy's standards and objectives are realized. Standards and objectives elaborate on the overall goals. Of the policy decision. They move beyond the generalities of the legislative document to provide concrete and more specific standards for assessing program performance. These standards and objectives are self-evident and easily measurable in some cases. To ascertain whether the implementation has been successful, one must determine the number of jobs that have been created, the identity of those who have been hired, and the progress on related public works projects. In the view of Van Meter and Van Horn, identification of performance indicators is an important stage in the analysis. Basically, performance indicators assess the extent to which policy standards and objectives are realized. Complex goal variables on the overall objectives of policy decisions.

Implementation will be effective if the measures and objectives of the policy are understood by the individuals responsible for achieving the policy objectives. Clarity in the size and objectives of such policies needs to be communicated appropriately with implementers. The consistency or uniformity of basic measures and objectives needs to be communicated so that the implementor knows precisely the size and objectives of the policy.

The performance of policy implementation can be measured by the level of success of the size and objectives of policies that are realistic with the socio-culture at the policy implementation level. When the size and policy targets are too ideal (utopian), it will be difficult to realize (Agustino, 2006). Van Meter and Van Horn suggest that to measure the performance of policy implementation, of course, confirms certain standards and targets that must be achieved by policy implementers, policy performance is basically an assessment of the level of achievement of these standards and targets. Understanding the general purpose of a standard and policy objective is important. Successful policy implementation, can be frustrated when officials (officials), are not fully aware of the standards and objectives of the policy.

Policy standards and objectives have a close relationship with the disposition of implementers. The direction of the disposition of implementers (implementors) to the standards and policy objectives is also a "crucial" thing. Implementors may fail in implementing policies, because they refuse or do not understand what the objectives of a policy are (Van Mater and Van Horn, 1974).

Based on an analysis of the discussion on Policy Standards and Objectives in the aspects of Implementing the 9-Year Compulsory Education Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlement Areas (Study in Kotakinabalu, Malaysia and Bandung District, Indonesia): In Kotakinabalu Malaysia and In Bandung regency, Indonesia, the implementation of 9-year basic education has been regulated more broadly in the Law. No 20 of 2003 concerning the National Education System. The national education system gives every citizen the right to provide equal opportunities for education. as stated in Article 34 as follows: a) Every citizen aged 6 years old can participate in the compulsory education program; b) The Government and regional governments guarantee the implementation of compulsory education at the minimum level of basic education without charging fees; c) Compulsory education is the responsibility of the state organized by educational institutions. Government, local government and society. Referring to Article 34, in the implementation of education that is free and free for the people of Indonesia, it becomes the responsibility and obligation of the state. In the context of national development, 9-year basic education is an effort that must be made, to improve the quality of Indonesian human resources so that they have the ability to maintain their world, be able to adapt to changes, be able to improve their quality of life and dignity. In addition, basic education is defined as providing the broadest learning opportunities for school age groups to attend the education. In Kotakinbalu Malaysia, the existence of SIKK to manage basic education in Sabah for fostering the improvement of the quality of learning is in the Directorate of PKLK, plantation children, unable to get access, because there are regulations of the Malaysian Act, which eventually children become illegal; The implementation of the curriculum went smoothly, which was an obstacle CLC lacked in understanding the basis for implementing the curriculum; What students need in the fields is a residence permit, the Indonesian government, so far it is strict to issue permits for migrant workers in Sabah. In Bandung regency, Indonesia, for schools that have not carried out 9-year basic education, it can be seen that not yet implemented 9-year basic education because schools are not sufficient to finance the needs in the implementation of education in these schools. The need for facilities and infrastructure as well as the salaries of employees and honorary teachers is very large, becoming one of the obstacles for some schools, to implement a 9-year basic education program.

The Resources and Ancentive made available

The resource component includes the number of staff, the expertise of the implementers, relevant and sufficient information to implement the policy and the fulfillment of relevant resources in the implementation of the policy, the existence of an authority that the policy can be directed to as expected, and the existence of supporting facilities that can used to carry out policy activities such as funds and infrastructure.

The success of policy implementation depends on the ability to utilize available resources. Humans are the most important resource in determining the success of a policy implementation. Each stage of implementation requires quality human resources in accordance with the work required by apolitically determined policies. In addition to human resources, financial and time resources become important calculations in the successful implementation of policies. As stated by Derthicks (in

Van Mater and Van Horn, 1974) that: "New town studies suggest that the limited supply of federal incentives was a major contributor to the failure of the program".

Based on an analysis of the discussion about The Resources and Anecdote made available in aspects of the Implementation of the 9-Year Compulsory Education Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia): In In Malaysia, SIKK still lacks teachers. If seen, the number of students is 60,000, it can be seen when the parents of the TKI take care of the documents, the number of children. There are 56,000 students, and only 24,000 children have been served, 355 teachers from SIKK, 400 local teachers have a total of 700 teachers. The school age that gets educated is around 24,000, there is 1 compared to 35 to 40 students, if served in total 56,000 students compared to 30, there is a shortage of teachers of almost 900 teachers. Teacher productivity in SIKK has not been optimal in terms of the implementation of the 9-year compulsory basic education policy, demonstrating the lack of creativity of teachers in Teaching and Learning Activities. Data shows that SIKK does not yet have a financial management system and is still limited to Block Grant not being included in the DIPA, School principals have a large financial management burden not supported by team members, financial management staff, even though they use the principle of accountability. Infrastructure for SIKK clearly exists, however to regulate CLC requires special arrangements, minimum standards that must exist, but whose reality is not optimal. Curriculum, face-to-face meetings in one week, duration of learning time, and required infrastructure. Levels with existing standards in Indonesia or more, are quite difficult to implement because of the existence of SIKK abroad, at least close to minimum service standards, the minimum is reached is extraordinary, for example classes, maybe each class has its own class name, although it is not appropriate with a minimum standard, two to four teachers with a number of students up to two hundreds, so teachers not only take care of finances, but also dapodik and so forth. In Bandung regency, remote and isolated areas of education facilities and infrastructure are still very limited. The school building is still inadequate, not yet supported by adequate learning facilities. As a result, some school-age children have not received educational services or received adequate quality education services.

The Quality of Inter-Organizational Relationships

Communication activities between organizations need attention. In terms of this Interorganizational Communication and Enforcement Activities, Van Meter and Van Horn (1975: 466) explain: "Effective implementation requires that a program's standards and objectives be understood by those individuals responsible for their achievement. Hence, it is vital that we concern ourselves with the clarity of standards and objectives, the accuracy of their communication to implementers, and the consistency (or uniformity): with which they are communicated by various sources of information. Standards and objectives cannot be carried out unless they are stated with sufficient clarity so that implementers can know what is expected of them. Communication within and between organizations is a complex and difficult process. In transmitting messages downward in an organization, or from one organization to another, communicators inevitably distort them-both intentionally and unintentionally (Downs, 1967: 133-136). Furthermore, if different sources of communication provide inconsistent interpretations of standards and objectives or if the same source provides

conflicting interpretations over time, implementers will find it even more difficult to carry out the intentions of policy. Therefore, the prospects of effective implementation will be enhanced by the clarity with which standards and objectives are stated and by the accuracy and consistency with which they are communicated. According to Van Meter and Van Horn, effective policy implementation requires that program standards and objectives need to be understood by the people responsible for achieving these goals. Therefore, it is important that clarity of standards and objectives, accuracy of policy communication for implementers, and consistency (or uniformity) are communicated through various information. Standards and objectives cannot be carried out unless the policy is stated with sufficient clarity so that the implementer can know what is expected from the policy.

Based on the analysis of the discussion about The quality of inter-organizational relationships in the aspects of Implementing the 9-Year Compulsory Education Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia): In Malaysia's Kotakinabalu, the cooperation between the Indonesian government and Malaysia was marked by the issuance of a Joint Regulation, a Joint Regulation that was implemented, which had not been implemented yet, and made technical guidelines, and then established interactions with the Malaysian government. Relationships are already good, sports friendship programs, mobility programs in Malaysian schools, good relationships, interacting and interconnected, so that the Malaysian government sees the existence of important Indonesian schools. The movement of the Indonesian government for non-farmers has not received permission from the Malaysian government, in the agreement with the CLC only CLC was built in the cultivation area, not in the city in general, so that if it has not been regulated, it has no legality. In Bandung Indonesia Regency, the formation of a coordination team at the sub-district level is a form of bureaucratic approach. Bureaucracy is adopted because with this approach it is easier to obtain various supporting factors, both energy, facilities and funds. However, this approach will be more successful if combined with other approaches.

The Characteristics of The Implementation Agencies

Regional Apparatus or Regional Apparatus Organization (OPD) is an organization or institution in the Regional Government which is responsible to the Regional Head in the context of administering the government in the region. Regional apparatus is formed by each Region based on consideration of the characteristics, potential, and needs of the Region. The main basis for the organization of regional apparatuses in the form of an organization is the existence of government affairs which become the authority of the region, which consists of compulsory and optional affairs, but does not mean that every handling of government affairs must be formed into a separate organization. The formation of regional apparatus is solely based on rational considerations to carry out government affairs which become the authority of the region effectively and efficiently.

The performance of policy implementation will be greatly influenced by the right characteristics and matches with the implementing agencies. This relates to the policy context that will be implemented in several policies that are required to implement strict and disciplined policies. In other contexts a democratic and persuasive

implementing agent is needed. In addition, the area coverage is an important consideration in determining the policy implementing agent.

According to Van Meter and Van Horn, many factors are included in the model components. Many characteristics of administrative institutions have been identified that affect policy performance. Ripley et al. (1973), for example, speak of bureaucratic structures as people with "recurring characteristics, norms, and patterns of relationships that have either potential or actual relationships for what policy is doing." Like Ripley, we see this component as consisting of both features formal organizational structuring and informal attributes of personnel, characteristics that might be related to the capacity of the organization to implement policies, namely the competence and number of staff of an agency; the level of hierarchical control of subunit decisions and processes within implementing agencies; political resources of an institution; organizational vitality; degree of "openness" of communication in an organization; the relationship between formal and informal institutions with policy making.

Based on an analysis of the discussion of the characteristics of the implementation agencies, in the aspects of Implementing the 9-Year Compulsory Education for Indonesian Citizenship (WNI) Policy in Low-Income Community Settlement Areas (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia): In Kotakinabalu Malaysia, the structure in terms of government structure and operational structure, the organizational structure of SIKK has shown formal legal and relationships between individuals and groups / organizational units to achieve overall organizational goals. However, although legally there are no formal problems, there is no synchronization between sections within the structure in implementing the 9-Year Compulsory Education Policy for Indonesian Citizens (WNI) in the Low-Income Community Settlement Area (MBR) in Kota Kinabalu. The implementation of the curriculum went smoothly, which was an obstacle CLC lacked in understanding the basis for implementing the curriculum. In Bandung Regency Indonesia, 9-year basic education is required to involve all schools in the success of this program. In realizing the compulsory education program, every child is required to attend basic education, in addition to that all costs relating to basic education are borne by the government. This has become one form of implementation of basic education that is compulsory for every child. Admission of new students as part of the implementation of 9-year basic education involving elementary schools (SD) and junior high schools (SMP), often becomes discriminatory practices by unscrupulous parties towards the prospective new student school. There are still levies in accepting new students for some students who are less able, difficult to reach economically. This of course is one form of discrimination for poor students in accessing compulsory and free basic education.

The Economic, Social and Political Environment

The thing that needs to be considered in evaluating the performance of policy implementation is the extent to which the external environment has contributed to the success of public policy. Non-conducive social, economic and political environment can be a source of problems from the failure of policy implementation performance. Therefore, efforts to implement policies require conducive external environmental conditions. Public support for a policy. Policies that provide incentives are usually

easy to get public support. Conversely, policies that are dis-incentive lack public support.

Based on an analysis of the discussion about The economic, social and political environment in the aspects of Implementing the 9-Year Compulsory Education Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia): In Malaysia's Kotakinabalu there is a sarcastic, even more concerned, infrastructure built by the community, made of plywood; schools do not yet have four-wheeled vehicles for operations; CLC Hanim has moved six times, during its establishment, CLC Hanim stood alone, did not have a permit, while the students were already busy, CLC Hanim used the house for teaching and learning activities; CLC must not own Malaysian government-owned land, managers in the fields only provide. In Bandung Regency of Indonesia, the Government has not been optimal in carrying out its obligations in the development of education properly. This can be seen, among others: the low allocation of the regional budget and the attention of the bureaucrats in the education sector. The main cause of the low participation is the lack of optimal understanding of the duties and responsibilities in the administration of education, so many tasks and responsibilities have not been carried out properly.

The Disposition or Response of The Implementers

One of the factors that influence the effectiveness of policy implementation is the attitude of the implementor. If the implementor agrees with the contents of the policy, the implementor will do it happily, but if their views differ from the policy makers, the implementation process will experience many problems. Implementers may understand the aims and objectives of the program but often fail to implement the program correctly because they reject the goals contained therein so that it stealthily diverts and avoids policy implementation. In addition, the support of implementing officials is needed in achieving the policy objectives.

The attitude of acceptance or rejection of policy implementing agencies greatly influences the success or failure of public policy implementation. This is very possible because the policy implemented is not the result of a formulation that is very familiar with the problems and perceived problems. But public policy is usually the very nature of decision makers not knowing even unable to touch the needs, desires or problems that must be resolved. The attitude of the implementers will cause real obstacles to policy implementation if the existing personnel do not implement the policies desired by high-ranking officials. Therefore, the selection and appointment of policy implementation personnel must be people who are dedicated to the policies that have been set.

Tendencies or dispositions are one of the factors that have important consequences for effective policy implementation. If the implementers have a positive tendency or attitude or support for the implementation of the policy, there is a high possibility that the policy implementation will be carried out in accordance with the initial decision. And vice versa, if the implementers are negative or reject the implementation of the policy due to conflicts of interest, the implementation of the policy will face serious obstacles.

Based on the analysis of the discussion about the disposition or response of the implementers in aspects of the Implementation of the 9-Year Compulsory Education Basic Education Policy for Indonesian Citizens (WNI) in Low-Income Community Settlement Areas (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia): In Malaysia's Kotakinabalu, teacher builders and local teachers are recruited by GTK with the majority of local teachers still having high school graduates, there are some undergraduate graduates, but have never been given basic potential knowledge about teacher training; Among Bina Teachers, Local Teachers, Pamong Teachers, there are also classes, occurring from representatives, who have already made reports, because some teachers, teachers are not like those sent by Jakarta, there are still ego-centric, with the style of teaching at the hit system, come the teacher Bina from Jakarta has left that style, conveying that it is not good, differences in salary and egocentricity are a problem among teachers. In Bandung regency, Indonesia, the fulfillment of the right to basic education, where in terms of the quality of education that cannot be separated from the implementation of basic education for children, where indicators of the fulfillment of the right to education are learning methods between teachers and students that have not been implemented optimally illustrating that the implementation of 9-year basic education in Bandung Indonesia there are still shortcomings in its implementation.

5. Conclusion

Based on the results of the analysis, that there are six primary factors that determine the Implementation of the 9-Year Compulsory Education for Indonesian Citizenship (WNI) Policy in Low-Income Community Settlements (MBR) (Study in Kotakinabalu, Malaysia and Bandung Regency, Indonesia), namely: 1) Policy standards and objectives, 2) The resources and threats made available, 3) The quality of inter-organizational relationships, 4) The characteristics of the implementation agencies, 5) The economic, social and political environment and 6) The disposition or response of the implementers.

Recommendations from the results of the research analysis are as follows: 1) increasing the stages of the HR development program by adding the stages of Technical Guidance, so that it will be more beneficial for increasing the capacity of HR in Implementing the 9-Year Compulsory Basic Education Policy for Indonesian Citizens (WNI) in Community Settlement Areas Low-income (MBR) both in Kotakinabalu, Malaysia and Bandung Regency, Indonesia; 2) In the Implementation of the 9-Year Compulsory Basic Education Policy for Indonesian Citizens (WNI) in the Low-Income Community Settlement Area (MBR) in Kotakinabalu, Malaysia is given special treatment in terms of implementing the 9-year compulsory basic education.

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