



Evaluating of the Implementing of the 12-Years Compulsory Learning Program in Southeast Sulawesi

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Abstract: This research aims to analyze the results of implementing the 12-year compulsory education program using the CIPP model in Southeast Sulawesi study using a qualitative approach with a CIPP evaluation method (context, input, process, and product). The research was conducted in the Province of Southeast Sulawesi, specifically at the Department of Education and Culture of Southeast Sulawesi. The participants involved were the head of the education and culture office at the Southeast Sulawesi Province Education and Culture Office and the head of the section responsible for managing elementary to high school education. School principals and teachers from elementary school, junior high school and senior high school are 50 people. Data collection techniques used observation, interviews, and documentation studies. Data analysis in this study consisted of three stages, namely 1) data reduction, 2) data presentation, and 3) conclusion. The study results showed that the 12-year compulsory education program had been implemented correctly. The context aspect had been carried out by the laws and regulations set by the government. The input aspect showed that program planning was adjusted to legality and field needs. However, the resources for education personnel were still lacking, and the government in Southeast Sulawesi government had appointed honorary teachers and provided various training to improve their competence. Whereas in the process aspect, it was shown in the lack of learning facilities and infrastructure, which still needs to be completed by developments in global needs so that graduates can be qualified, and in the product aspect, it has been shown by the achievement of pure enrollment rates and gross enrollment rates that exceed the initial target. So, this research has implications for the awareness of all parties involved in the implementation of education that the responsibility for the success of this compulsory education program requires cooperation.

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Introduction

Indonesia has made various efforts to improve the quality of human resources through providing education with various policy changes over time. One of the HR improvement policies is the 12-year compulsory education program as a continuation of the 9-year compulsory education program. This 12-year compulsory education program is called the Universal Secondary Education program, which uses the legal framework for the Minister of Education and Culture Regulation Number 80 of 2013 concerning Universal Secondary Education. This program is a continuous policy from the 9-year Compulsory Education program followed by the 12-Year Compulsory Education program. With the 12-Year Compulsory Education program, it is hoped that all children of the nation in all regions in Indonesia can receive education up to high school level or equivalent. Thus, the community's education needs will be fulfilled fairly and equitably to increase Indonesia's human resources.



This means that the life of the Indonesian people remains prosperous during competition and demands for global quality (Keles, 2012).

Southeast Sulawesi Province is one of the provinces focusing on the 12-year compulsory education program. The document data on the report on the development of the human development index in Sulawesi Province, which has been studied, shows that the Human Development Index (HDI) of Southeast Sulawesi Province from 2012 to 2020 continues to increase. This increase is inseparable from the increase in the HDI assessment components. Among the components of the HDI, assessment is Expected Years of Schooling and Average Years of Schooling. However, nationally HDI Southeast Sulawesi still ranks 17th out of 34 provinces in Indonesia. It shows that efforts to build and improve the quality of human resources in Southeast Sulawesi Province, especially through education programs, must continue to be improved to be on par with the quality of human resources in other, more advanced provinces. One of these efforts is implementing 12 years of compulsory education, which must be considered and ensured that all people in Southeast Sulawesi, especially school-age people, get an education.

Several previous studies that examined the compulsory education program greatly impacted improving the quality of human resources. However, the government must consider various factors that can affect the implementation of compulsory education programs. Anti (2015) found that the factors that influence compulsory education policies are standards and objectives, communication, characteristics of implementing agencies, socio-economic conditions, and dispositions. Meanwhile, other studies show that Indonesia's 9-year compulsory education program impacts the quality of individuals' work and learning activities when faced with financial difficulties (Gauthier & Punyasavatsut, 2019). In China, the distance between school and home is also a major factor in public education costs (Cai et al., 2017). Even compulsory education for its people does not only occur in Indonesia. The Turkish government has made a compulsory education program for 11 years and formed a school system for general secondary education (Gelislil & Beisenbayeva, 2015). The process of compulsory education in China also influences cognitive achievement and public health (Xiao et al., 2017).

In Norway, the provision of a compulsory education policy aims to deal with the effects of globalization so that it is focused on only a few specific areas (Solstad & Andrews, 2020). Even though education should be able to provide equal welfare distribution for society (Erten & Keskin, 2019) through equal quality qualifications (Kabakçi et al., 2010). In other countries, the implementation of compulsory education policies has also been carried out to improve quality. Finland has also carried out significant reforms in the education system, especially in the compulsory education program. Nine classes are divided into six years of elementary school and three years of junior high school (Risku, 2014). So, basic compulsory education is essential and enforced in every country to improve society's quality. It is the responsibility of the government.

From this explanation, every country must regulate, organize and provide quality basic education for each person. It means that each region in Indonesia must adjust the level of needs and characteristics of each region and the demands for the quality of graduates in the global era. This situation is interesting to continue to study even though much research has been done. However, the Covid-19 pandemic, which changed the implementation of the teaching and learning system, certainly had a big impact on educational outcomes. It, of course, can be caused by the changing academic atmosphere and no interaction. Therefore, this study evaluates a 12-year educational program using CIPP (context, input, process, and



product) after a change in the concept of education during the Covid-19 pandemic. The use of CIPP as a program evaluation model is because this model is quite complete and comprehensive according to the needs of the research focus. Every aspect of CIPP provides indicators that meet the needs of program evaluation, and many studies have used CIPP and shown effective results (Aziz et al., 2018; Darma, 2019; Marsidi et al., 2020; Nugraha & Sumarni, 2022; Warju, 2016).

Therefore, this research aims to analyze the results of implementing the 12-year compulsory education program using the CIPP model in Southeast Sulawesi. The results of this study are expected to contribute to improving the quality of the 12-year compulsory education program in Southeast Sulawesi province, especially during the Covid-19 pandemic and the recovery period towards normal conditions. So, stakeholders can find out every need for implementing the 12-year compulsory education program to achieve quality education goals. Thus, the results of the evaluation of this study can be used as feedback material for improving the 12 Year Compulsory Education program, especially in Southeast Sulawesi and, in general, Indonesia.

Research Method

This study used a qualitative approach with a CIPP evaluation method (context, input, process and product). This qualitative research seeks to collect data, disclose information, analyze and present it descriptively on various matters relating to the implementation of the 12-Year Compulsory Education program in Southeast Sulawesi Province (Creswell, 2012; Sugiyono, 2016). These four components would be the object of evaluating the implementation of the 12 Year Compulsory Education program in Southeast Sulawesi. The CIPP evaluation model was used in this study because it was more comprehensive, where the object of evaluation was not only results but also included context, input, process and results.

The research was conducted in the Province of Southeast Sulawesi, specifically at the Department of Education and Culture of Southeast Sulawesi. The time of research was carried out for six months. Determination of participants used a purposive technique. That is, the researcher would determine and chose deliberately who became the informant who was considered to know and had information about the aspects being evaluated in this study. The participants involved were the head of the education and culture office at the Southeast Sulawesi Province Education and Culture Office and the head of the section responsible for managing elementary to high school education. School principals and teachers from elementary school, junior high school and senior high school are 50 people.

In evaluation research, the researcher or evaluator became the main instrument in obtaining and capturing the data needed. Therefore, the presence of researchers in the field is very important to obtain valid, accurate and credible data. It is necessary to arrange an instrument grid to obtain accurate and targeted data according to the questions in this study. The instrument grids in this study are as follows:

Table 1. The Framework of the CIPP Model for Evaluating The 12-Year Compulsory Education Program

CIPP Components	Indicators	Evaluation Criteria
Context	1. The legal basis of the program	1. Clarity on the legal basis for program implementation
	2. Program objectives	2. Clarity of program implementation



	3. Program objectives	objectives
<i>Input</i>	1. Program planning	3. Clarity of program implementation targets
	2. The program implementing human resources	1. Clarity of program planning
	3. Program facilities and infrastructure	2. Clarity of program implementing human resources
<i>Process</i>	4. Program financing	3. Clarity of program facilities and infrastructure
	1. Socialization of the program	4. Clarity of program financing
	2. Implementation of the program	1. Clarity of program socialization
<i>Product</i>	3. Program monitoring	2. Clarity of program implementation
	Achievement of gross enrollment rate and the pure enrollment rate for senior high school level	3. Clarity of program monitoring
		The clarity of achievement of the gross enrollment rate and the pure enrollment rate for high school is equivalent to the program's goals and objectives

Data collection techniques used observation, interviews, and documentation studies. Observations were made through direct observation at the research's location. This observation was carried out several times by noting various activities and essential things that were related and valuable for this research. Interviews were conducted through direct dialogue with informants or data sources who could provide information or data related to implementing the 12-Year Compulsory Education program in Southeast Sulawesi Province—interview questions adapted to the instrument grid. Documentation studies were carried out by collecting documents or materials as data that are relevant to the theme being researched. The documents needed include laws or other regulations and various archives of reports related to this research.

Data analysis in this study consisted of three stages, namely 1) data reduction. In this study, data reduction was carried out for each evaluation component: context, input, process, and product. The results of simplification, grouping and giving meaning to the data are then tested for feasibility based on the criteria set for the four evaluation components. 2) Presentation of data. The presentation of data is done in the form of narrative text. In addition, to help make it easier to understand the data, the presentation of the data is also described in tabular form, which contains evaluation components, criteria, findings, assessment findings, and results of evaluation decisions. 3) Discussion and conclusion. The initial conclusions are temporary and will change if strong evidence is not found supporting the next data collection stage. However, the conclusions put forward at the initial stage are supported by valid and consistent evidence when the researcher returns to the field to collect data. In that case, the conclusions put forward are credible and can be accounted for as an evaluation of the implementation of the 12-Year Compulsory Education program in Southeast Sulawesi Province. of the four evaluation components, namely context, input, process, and product (Miles et al., 2014).



Results and Discussion

The result of the analysis data is presented in the following table.

Table 2. The Result of Analysis Data for Evaluating the Implementing 12-Years Compulsory Learning Program

CIPP Components	Indicators	Target Adjustments to Regulations
<i>Context</i>	1. The legal basis of the program 2. Program objectives 3. Program objectives	1. Law Number 20 of 2003 concerning the National Education System in article 6 paragraph 1 2. Regulation of the Minister of Education and Culture Number 80 of 2013 concerning Universal Secondary Education in article 1 paragraph 1 3. Regional Regulation Number 10 of 2016 concerning Management and Implementation of Education in Southeast Sulawesi Province in article 7 paragraph 3 4. Regulation of the Minister of Education and Culture Number 32 of 2018 concerning Technical Standards for Minimum Education Services in article 5. 5. Regulation of the Minister of Home Affairs Number 100 of 2018 concerning Minimum Service Standards in article 3
<i>Input</i>	1. Program planning 2. The program implementing human resources 3. Program facilities and infrastructure 4. Program financing	1. Regulation of the Minister of Education and Culture Number 80 of 2013 concerning Universal Secondary Education Regional 2. Regulation Number 10 of 2016 concerning the Management and Implementation of Education in Southeast Sulawesi Province. 3. Strategy Plan for the Office of Education and Culture of Southeast Sulawesi Province
<i>Process</i>	1. Socialization of the program 2. Implementation of the program 3. Program monitoring	1. Regulation of the Minister of Education and Culture No. 80 of 2013 concerning Universal Secondary Education 2. Regional Regulation Number 10 of 2016 concerning the Management and Implementation of Education in Southeast Sulawesi Province 3. Education and Culture Office Strategic Plan of Southeast Sulawesi Province
<i>Product</i>	Achievement of gross enrollment rate and the pure enrollment rate for senior high school level	1. Regulation of the Minister of Education and Culture No. 80 of 2013 concerning Universal Secondary Education 2. Regional Regulation Number 10 of 2016 concerning the Management and Implementation of Education in Southeast Sulawesi Province. 3. Education and Culture Office Strategic Plan of Southeast Sulawesi Province

The context aspect was also carried out properly by applicable regulatory standards. Compulsory schooling laws are a public policy tool for achieving more significant participation in education (Harmon, 2017). Other research compared two reforms that raised



the minimum school age to 16 in France (1967) and England and Wales (1972). His conclusions found that while reforms in England and Wales resulted in a 6-7 per cent increase in additional hourly wages per year from compulsory schooling, the impact of the change on French law was close to zero (Grenet, 2013). To increase access to and participation in education, the President of Indonesia is committed to implementing a 12-year compulsory education policy (Kusumah, 2021; Lewis & Nguyen, 2020). This kind of policy has also been carried out by the Thai state (Fauziah et al., 2021), and also it is done in China (Li & Xue, 2021b, 2021a; Mao, 2022)

The interviews and documentation studies found that the Central Government sets the Provincial Government of Southeast Sulawesi's goals: to provide services and expand and equalize opportunities to obtain quality secondary education for every Indonesian citizen. While the target of the Southeast Sulawesi Provincial Education Office in participating in the successful implementation of the 12-year compulsory education program is the central government's target, namely that every Indonesian citizen aged 16-18 years must continue to secondary education. The gross enrollment rate for secondary education reaches 97% nationally. The results of interviews and documentation studies found that some of the issues raised in the Strategic Plan included the lack of educators and education staff, the uneven distribution of educators and education staff, and the uneven availability of secondary education facilities and infrastructure. Furthermore, from the existing problems, intervention steps would be prepared by the Southeast Sulawesi Provincial Education Office to solve these problems.

The input aspect shows that the result of increasing human resources was through managerial training for school principals, capacity building for school supervisors, and teacher training in collaboration with Sampoerna Foundation. Based on interview results, secondary schools in Southeast Sulawesi province still lack 5,000 teachers. To overcome this obstacle, the Education Office of the Southeast Sulawesi Province Education Office recruited a limited number of honorary staff due to the lack of budget to pay honorary teachers. The number of secondary schools in Southeast Sulawesi is 473, respectively 304 high schools and 169 vocational high schools. So, the facilities and infrastructure, especially the availability of secondary schools in Southeast Sulawesi Province, are the central government's target: one sub-district and one high school. Even though secondary schools are spread across every sub-district in Southeast Sulawesi Province, the facilities and infrastructure in some schools are still lacking. It is based on observations made at one of the secondary schools under the Provincial Education Office, namely SMA Negeri 20 Konawe Selatan, which still has limited library equipment where there are no shelves of library books, so students use desks. Apart from that, the study room at the school is also lacking, so the school utilizes the chemical laboratory building as a study room. From the results of interviews and documentation studies, the Southeast Sulawesi Education Office's budget is insufficient. Even though the education budget in the APBN and APBD is allocated 20% (Lewis, 2022), the budgeting system is not fully reduced to 20% to the Southeast Sulawesi Provincial Education Office. It is due to the limited authority of the Provincial Education Office, which only has authority for secondary schools. However, the local government in Southeast Sulawesi Province should be able to allocate additional operational funds for education in secondary schools. For example, the Surabaya city government provides BOPDA grants from the local government (Hasanah et al., 2017; Ulumudin & Marton, 2017).

From the results of interviews and documentation studies, the Southeast Sulawesi Education Office should have specifically disseminated information about the 12-year



compulsory education program because this program has become a general program that is well known to the public. So, the Southeast Sulawesi Provincial Education Office utilizes each branch office of the Southeast Sulawesi Provincial Education Office in the region to conduct outreach to increase community school enrollment rates. Apart from that, the Southeast Sulawesi Education Office is utilizing information technology by creating an official portal for New Student Admissions for secondary schools to facilitate access for people who need information. The official portal is ppdb-sultra.cerdas.click. It means that in the current era, technology has become a vital medium in delivering education, and everyone can access various information via the internet (Cullingford & Haq, 2016). Digital devices have become an important element in the education system (Alaboudi & Alharbi, 2021).

The process aspect shows that monitoring is carried out to determine each activity's success from the Southeast Sulawesi Provincial Education Office, including knowing what obstacles occur in the field. The results of this monitoring are used to evaluate program implementation to be used as material for making decisions. While the implementation for the program that supports the implementation of the 12-year compulsory education program by the Southeast Sulawesi Provincial Education Office faces various obstacles, including 1) insufficient supply and distribution of teachers for secondary schools, 2) inadequate availability of facilities and infrastructure for secondary schools, 3) limited budget availability, and 4) there is still low public awareness of the importance of education. These obstacles are the same as the Barito city (Muslimin et al., 2019).

The product aspect shows that Southeast Sulawesi Provincial Education Office has a NER target for secondary schools in 2021, which is 100%. The results for achieving high school NER in 2021 are 69.55%. This figure is still far from the target set. Even though high school NER is not on target, this figure shows an increase from the previous year, namely 2020 at 63.41%. This data shows that the population aged 16-18 years has not all attended secondary school. This is in line with the results of observations in one of the areas in Southeast Sulawesi Province, namely in Buton Tengah Regency, Mawasangka District, Watolo Village, to be precise in the Nelayan Beach Environment, where there are still residents aged 16-18 years who are still at school during school hours. In their home environment, some even carry out work activities as fishermen. Achievement of Middle School Gross Enrollment Rate (GER) in The Southeast Sulawesi Provincial Education Office has a GER target for secondary schools in 2021, which is 100%. The achievement results for high school GER in 2021 are 114.89%. This figure exceeds the target set. The achievement of GER for secondary schools in 2021 has increased significantly from the GER for secondary schools in the previous year, namely in 2020 at 87.74%. This data shows that high school students in Southeast Sulawesi are outside the 16–18-year age group. This high achievement of GER shows the high school enrollment level regardless of the correctness of school age at the secondary school level. It is in line with the results of observations at one of the secondary schools under the auspices of the Southeast Sulawesi Provincial Education Office, namely SMA Negeri 1 Mawasangka where several students were outside the 16–18-year age group. It means that compulsory learning is the target of national goals in education (Liang & Ma, 2021).

The realization of the program still experienced obstacles such as the distribution of teachers, facilities and infrastructure, budget, and low public awareness of the importance of education. The product aspect shows that the net enrollment rate has reached the target that has been determined, and the gross enrollment rate is high. So, the aspects that must be considered and improved are the process aspects, especially regarding facilities and



infrastructure, the deployment of teachers, and the realization of the budget. The results of this study have implications for the understanding of the education and culture department in Southeast Sulawesi, schools, relevant stakeholders, and society about the importance of 12-year compulsory education. Especially during the Covid-19 pandemic, the education process underwent significant changes, and all parties worked hard to achieve the targets and goals of educational goals.

Conclusion

The results of the data analysis conclude that the context aspect has been carried out by the laws and regulations set by the government. The legality of legal basis, goals, and objectives of implementing the 12-year compulsory education program have been implemented properly. The input aspect showed that program planning was adjusted to legality and field needs. However, the resources for education personnel are still lacking, and the government in Southeast Sulawesi government has appointed honorary teachers and provided various training to improve their competence. The part that must be improved is the provision of educational facilities and infrastructure that are complete and meet learning needs. While financing has been determined according to the percentage of the national and regional budgets, even though the realization was not carried out at 20%. In the process aspect, it was found that the Southeast Sulawesi Education and Culture Office did not specifically socialize the 12-year compulsory education program. In the product aspect, it has been shown by the achievement of pure and gross enrollment rates that exceed the initial target. So, this research has implications for the awareness of all parties involved in the implementation of education that the responsibility for the success of this compulsory education program requires cooperation.

Recommendation

The results of this study recommend several things to the education and culture office in Southeast Sulawesi Province to pay attention to budget realization, improving learning facilities by current development needs, increasing human resources, and improving the quality of graduates. The Education Office can provide input related to mapping the use pattern of the budget that the government has determined to maximize the achievement of quality education. While the results of this study also recommend that schools be able to balance context (legality), input related to human resources and curriculum, processes (implementation of teaching and learning, and products (graduates) according to the level of needs of the global era.

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