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Analysis of the Implementation of the Regional BOS Fund Program Based on the Theory of Policy Implementation in Non-Formal Education Units (PKBM) in Way Kanan Regency

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Abstract

This study aims to analyze the implementation of the Regional School Operational Assistance Program (Regional BOS) in non-formal education units, namely Community Learning Activity Centers (PKBM), in Way Kanan Regency by applying Edward III's policy implementation model. The research employed a descriptive qualitative approach with data collection techniques consisting of in-depth interviews, observation, and documentation study. Research informants included officials from the Way Kanan Regency Education Office, PKBM managers, and learners. The findings indicate that the implementation of Regional BOS is influenced by four main variables: policy communication, resources, implementers' disposition, and bureaucratic structure. Policy communication has been conducted through socialization activities and technical guidelines; however, it has not yet resulted in a uniform operational understanding. Limitations in administrative human resources and supporting facilities remain major constraints. The disposition of implementers shows varying levels of commitment across PKBM, while the bureaucratic structure plays an important role in ensuring accountability but has the potential to slow down implementation when procedures are not accompanied by preventive mechanisms. Overall, the implementation of Regional BOS contributes to improving access to non-formal education and has the potential to support the enhancement of the Average Length of Schooling (ALS) in the medium and long term.

Keywords : Regional BOS Fund; Policy Implementation Theory; Non-Formal Education;

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Community Learning Center.

INTRODUCTION

Education is a strategic instrument for human resource development and a top priority in the national and regional development agendas. In the Indonesian context, education financing policies are aimed at ensuring equitable access, sustainable services, and improving the quality of education for all citizens, including groups not served by formal education. Non- formal education, through Community Learning Centers (PKBM), plays a crucial role in reaching out-of-school and adult students through equivalency education programs.

In line with the principle of decentralization, local governments have the authority to design education financing policies that are contextual and responsive to local needs. One such policy is the Regional School Operational Assistance Program (BOS Daerah), which in Way Kanan Regency is directed at supporting the operations of PKBM (Centers for Community Learning) centers (PKBM). This policy is expected to strengthen access to non-formal education and contribute to increasing the Average Years of Schooling (RLS), an indicator of regional education development.

However, various studies show that the effectiveness of education financing policies is not solely determined by the size of the budget allocation, but also depends heavily on the quality of policy implementation at the implementing level. Weak policy communication, limited human resource capacity, and a less adaptive bureaucratic structure often hinder the achievement of policy objectives. Therefore, this study aims to analyze the implementation of the Regional BOS Program in Community Learning Centers (PKBM) in Way Kanan Regency using the Edward III policy implementation model and examine its implications for access to non-formal education.

This research is novel in its focus and context. Unlike most previous studies that examine the implementation of education financing policies in formal education units or at the national level, this study specifically analyzes the implementation of the Regional School Operational Assistance Program (BOS Daerah) in non-formal education units, namely Community Learning Centers (PKBM) at the district level. Furthermore, this study integrates the Edward III policy implementation model with regional education development indicators, namely Average Years of Schooling (RLS), as a policy outcome. This approach broadens the application of policy implementation theory in the context of public administration in the non-formal education sector and provides new empirical evidence regarding the role of regional financing policies in supporting education access and human resource development at the local level.

A Policy implementation is a crucial stage in the public policy cycle because it determines

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whether or not policy objectives are achieved. Edward III's policy implementation model emphasizes four key variables influencing policy implementation: communication, resources, implementer disposition, and bureaucratic structure. This model is widely used in education policy research because it can explain implementation barriers operationally. In the context of education financing, policy success is determined not only by budget size but also by the capacity of implementing institutions and the quality of governance.

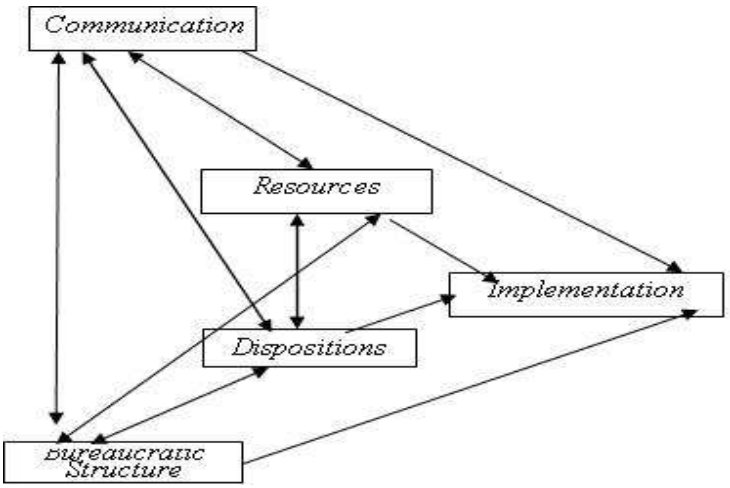


Figure 1. Theoretical Framework for Edward III's Policy Implementation

RESEARCH METHODS

This research employed a descriptive qualitative approach aimed at providing an in-depth understanding of the implementation of the Regional BOS Fund program in non-formal education units. Data collection techniques included in-depth interviews, observation, and document analysis to obtain comprehensive and reliable information. The research informants consisted of officials from the Way Kanan Regency Education Office, managers of Community Learning Centers (PKBM), and participating learners involved in the program. Informants were selected purposively based on their relevance and understanding of the program implementation. The collected data were then analyzed qualitatively to explore the overall policy implementation process. This approach allowed the researcher to examine not only the administrative aspects but also the practical realities of the program implementation in the field

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RESULTS AND DISCUSSION

Results

The research results indicate that communication of the Regional BOS policy has been carried out through socialization and the delivery of technical instructions. However, technical understanding at the PKBM level is not yet fully uniform, as indicated by the persistence of administrative errors and repeated document revisions. This condition indicates that policy communication is not yet fully operational. In terms of resources, the Regional BOS supports the operational sustainability of PKBM. However, limited administrative human resource capacity and supporting facilities are major obstacles in fund management and reporting. The availability of funds has not been fully balanced by the readiness of implementation capacity.

The disposition of implementers shows variations in commitment between PKBMs. PKBMs with clear leadership and division of tasks tend to be more compliant with Regional BOS regulations. Conversely, weak commitment and internal management result in delayed reporting and poor administrative order. Bureaucratic structures play a crucial role in maintaining accountability through verification and oversight mechanisms. However, multi-layered procedures have the potential to delay fund disbursement if not accompanied by mechanisms to prevent administrative errors. Streamlining the flow and standardizing documents are essential.

DISCUSSION

This research contributes to the development of public administration studies by expanding the application of the Edward III policy implementation model in the context of non-formal education financing policies at the regional level. The research findings indicate that the four Edward III variables not only work partially, but interact with each other in determining the effectiveness of the Regional BOS policy implementation. The integration of the Average Years of Schooling (RLS) indicator as a policy outcome also provides a new perspective in linking the policy implementation process with regional education development achievements.

This study provides empirical evidence-based recommendations for local governments, particularly the Education Office, to improve the effectiveness of Regional BOS implementation in PKBM. The research findings can be used as a basis for improving more operational policy communication, strengthening the human resource capacity of PKBM managers, and simplifying bureaucratic mechanisms without compromising the principle of accountability. Therefore, this study is expected to serve as a practical reference in the formulation and evaluation of non-formal education financing policies at the district level.

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CONCLUSION

The results of this study indicate that the implementation of the Regional BOS Program at Community Learning Centers (PKBM) in Way Kanan Regency is influenced by the interaction of four main variables in the Edward III policy implementation model: communication, resources, implementer disposition, and bureaucratic structure. Policy communication has been carried out through socialization and the delivery of technical instructions, but has not yet fully resulted in a uniform operational understanding at the PKBM level. This has resulted in variations in administrative practices and the need for repeated document revisions.

From a resource perspective, Regional BOS (BOS Regional Operational Assistance) plays a crucial role in maintaining the operational sustainability of Community Learning Centers (PKBM). However, limited administrative human resource capacity and supporting facilities remain major obstacles. Implementer dispositions vary in commitment, affecting compliance levels and fund utilization orientation. Meanwhile, the bureaucratic structure serves to maintain accountability, but layered procedures have the potential to slow down the process if not accompanied by mechanisms to prevent administrative errors.

Overall, the Regional BOS program contributes to increasing access to non-formal education and has the potential to support increases in Average Years of Schooling (RLS) in the medium and long term. However, to maximize the policy's impact, implementation quality must be strengthened so that the allocated funds truly become an instrument for improving equivalency education services.

Regional governments need to strengthen operational policy communication by providing technical guidelines, templates, and standard checklists. Furthermore, increasing the capacity of Community Learning Center (PKBM) managers and simplifying administrative mechanisms are strategic steps to increase the effectiveness of Regional BOS implementation.

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