

The Roadmap Policy of Junior High School Education in Maybrat Regency: A Qualitative Multi-Case Study on Planning, Implementation, and Evaluation in a 3T Context

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ABSTRACT

This study examines the planning, implementation, and evaluation of the Junior High School (SMP) Education Roadmap Policy in Maybrat Regency an Indonesian region categorized as 3T (frontier, outermost, underdeveloped). The study responds to persistent disparities in educational access and quality that are strongly shaped by geographic isolation, uneven teacher distribution, infrastructure gaps, and limited digital readiness. Using a qualitative multi-case design, data were collected through in-depth interviews with key actors (regional head, education office leadership, school principals, teachers, and community representatives), observations, and document analysis across SMP settings. Evidence indicates that the policy planning process has been initiated in a participatory manner and anchored in the region's medium-term development direction; however, it remains insufficiently integrated with broader regional planning documents and is weakened by data validity constraints arising from uneven data synchronization practices. Implementation has shown tangible governmental commitment through infrastructure development, teacher contracting, local BOS strengthening, scholarships, and teacher training; nevertheless, implementation performance is constrained by structural and managerial challenges particularly shortages of subject teachers, transportation barriers, low parental participation, limited ICT facilities, and low digital literacy. Evaluation practices tend to emphasize administrative reporting rather than outcome-based learning improvements; although national instruments such as the Education Report Card (Rapor Pendidikan) have begun to be used, they are not yet fully integrated into iterative policy refinement. The findings suggest that strengthening evidence-based planning, ensuring consistent implementation mechanisms, improving

inter-agency coordination, and adopting comprehensive outcome-oriented evaluation are critical for transforming the roadmap into an effective regional education governance instrument in 3T settings.

Keywords: 3T region, education policy, evaluation, junior high school, Maybrat Regency, policy implementation, roadmap.

INTRODUCTION

Education policy in 3T regions demands more than normative planning; it requires operational instruments that connect local realities with measurable improvement pathways. Contemporary policy scholarship emphasizes that education policy should be read as part of a broader social system, shaped by governance structures, community dynamics, and school-level capacities (Ball, 2018). In contexts such as Maybrat Regency, the challenge is compounded by the interaction between geographical barriers and institutional capacity constraints. A roadmap policy is intended to reduce uncertainty, set priorities, sequence interventions, and align stakeholders around shared targets (OECD, 2020; Fullan, 2020). Field-based evidence from Maybrat demonstrates that policy planning was framed as part of the medium-term development vision, prioritizing equitable access, teacher quality, and school facilities, particularly for remote areas.

The legal-policy foundation refers to the National Education System Law and regional development planning directions, illustrating an attempt to connect local planning with national mandates. Yet, the reality of implementation and evaluation shows recurring gaps uneven teacher distribution, infrastructure inadequacy, and limited digital capacity suggesting the policy cycle is not operating as an integrated learning system.

Therefore, this research addresses three core questions:

1. How is the planning of the SMP education roadmap policy conducted in Maybrat Regency?
2. How is the policy implemented, and what constraints shape its delivery?
3. How is the policy evaluated, and to what extent does evaluation function as feedback for improvement?

LITERATURE REVIEW

Education Policy, Roadmaps, and Evidence-Based Governance

Education policy is typically understood as authoritative public decisions that allocate resources and steer educational systems toward defined goals (Dye, 2017). In the past decade, a key shift has been the emphasis on evidence-based governance where data are not merely for compliance, but for improving decisions across planning, implementation, and evaluation cycles (Mandinach & Gummer, 2021). In education, evidence-based planning becomes critical when resource constraints are severe and service delivery varies across localities, as is typical in remote regions.

A roadmap (road map) in education is conceptualized as a strategic planning document that integrates system elements goals, programs, sequencing, resource allocation, and evaluation indicators to improve access, quality, and relevance (OECD, 2020). In practical governance terms, roadmaps serve

as coordination devices that reduce fragmentation and support coherent prioritization. Fullan (2020) argues that education change requires leadership-driven coherence, not merely program expansion; thus, a roadmap's value depends on how it mobilizes actors and builds implementation capacity.

Policy Implementation in Complex Local Contexts

Implementation theory stresses that outcomes are shaped by both policy content (clarity, resources, incentive structures) and policy context (social, political, geographic conditions) (Grindle, 1980). For 3T regions, geographic isolation functions as a persistent contextual constraint that amplifies transaction costs logistics, supervision, and equitable distribution. Recent education implementation literature further highlights that rural and remote contexts require adaptive approaches that combine infrastructure support with capacity building and community engagement (Bozkurt et al., 2021; Smith & Adams, 2021).

Within the governance of teacher deployment and school quality, professional capital frameworks emphasize that systems improve when teacher capacity, collaboration, and supportive conditions are developed in tandem (Hargreaves & Fullan, 2020). Where teacher shortages and uneven distribution occur, incentives and support mechanisms become crucial for implementation continuity.

Digital Transformation and Resilience in Education Systems

Digital transformation has become central in modern education policy, not as an "add-on," but as a structural enabler of access, learning continuity, and data-driven governance (Selwyn, 2020). Yet digital policy success depends on infrastructure readiness and digital literacy. Resilience-oriented education policy highlights the need for hybrid strategies that ensure continuity during disruption and strengthen system adaptability (Bozkurt et al., 2021). In remote contexts, limited connectivity and device shortages can produce a "digital inequality loop," undermining both instruction and administrative data quality.

Evaluation as a Learning Mechanism

Policy evaluation is a systematic assessment of effectiveness, efficiency, relevance, and sustainability (Rossi et al., 2019). OECD (2021) emphasizes continuous evaluation to maintain policy relevance and to support iterative improvement. However, public sector evaluation often risks becoming administrative reporting rather than outcome learning. For education roadmaps, evaluation should capture not only compliance indicators (budgets spent, activities delivered) but outcome indicators (learning gains, access equity, teacher distribution improvements, stakeholder satisfaction).

This study adopts these theoretical foundations to interpret how Maybrat's roadmap policy operates across the policy cycle and why recurring structural constraints persist despite visible implementation efforts.

METHOD

This research uses a qualitative multi-case study design, enabling comparative analysis across junior high school settings within Maybrat Regency. The study draws on in-depth interviews with key informants, including regional leadership and education office actors, as well as school-level

implementers. Additional data were gathered through observation and document analysis to triangulate findings and strengthen credibility. Data analysis followed an interactive model of qualitative analysis data reduction, data display, and conclusion drawing commonly associated with Miles, Huberman, and Saldaña (2014). Trustworthiness strategies included triangulation across informant categories and data sources, consistent with naturalistic inquiry standards (Lincoln & Guba, 1985) and qualitative validity guidance (Shenton, 2004).

RESULTS AND DISCUSSION

Findings are organized according to the three policy stages: planning, implementation, and evaluation.

Planning of the Roadmap Policy

The planning process is described by stakeholders as participatory and linked to the region's medium-term development vision. Planning priorities include equitable access, improving teacher quality, and strengthening school infrastructure in remote localities.

The policy is framed as a strategic basis for reducing education disparities across areas, and stakeholders refer to national legal foundations and regional planning directions as key references. However, the planning stage faces two limiting conditions: (a) incomplete integration with broader regional planning documents and (b) data validity constraints due to inconsistent data synchronization practices. These constraints reduce the roadmap's ability to function as a detailed operational instrument with clear indicators and measurable targets.

Implementation of the Roadmap Policy

Implementation evidence shows tangible governmental actions. Regional leadership reports implementation through cross-agency coordination supported by local budgets (APBD) and central transfers, with a focus on school physical development, teacher recruitment/contracting, scholarships, and training programs.

Policy support is also described as relying on minimum education budget allocation and coordination with local legislature (DPRD). At the education office level, implementation is translated into priority programs including classroom construction, teacher distribution to remote areas, professional development, provision of learning resources, and efforts to expand internet access for digital learning support.

Yet, constraints remain persistent and multi-layered:

- Teacher shortages in specific subjects and uneven teacher distribution across schools;
- Transportation and access barriers to schools, which slow resource distribution and supervision;
- Limited ICT facilities (computers and supporting infrastructure) and low digital literacy among implementers and learners;
- Low parental participation and community engagement in sustaining schooling participation.

Teachers, in particular, indicate that training is not evenly delivered and that digital learning support remains limited, leading to perceptions that implementation does not yet sufficiently address classroom-level instructional quality.

Evaluation of the Roadmap Policy

Evaluation is widely perceived as operating, but primarily in administrative modes, without fully functioning as an outcome-driven learning mechanism. The dissertation evidence notes that evaluation has not been maximally used to improve subsequent planning and implementation, contributing to recurring problems such as teacher distribution imbalance, infrastructure limitations, and instructional quality gaps.

Nevertheless, there is documented progress: local government has begun using national instruments such as the Education Report Card (Rapor Pendidikan) as an evaluation tool, which has helped identify both positive achievements and persistent weaknesses. Still, the application is limited and not fully integrated into regional planning cycles. Overall, evaluation tends to emphasize formal quantitative reporting while neglecting substantive dimensions learning quality, equity, and sustainability.

The findings illustrate a familiar governance pattern in decentralized education systems: policy intent and early-stage participation exist, but operational coherence across the policy cycle remains weak. This section interprets results through the policy and education governance literature.

Planning: Participation Without Full Coherence

Planning in Maybrat aligns with the normative expectation that roadmaps should be participatory, contextual, and equity-oriented (OECD, 2020; UNESCO, 2020). Stakeholders describe planning as oriented toward access equity, teacher quality, and infrastructure improvement core levers in remote education development.

However, the limited integration with broader regional planning documents signals a coherence gap: the roadmap may exist as a policy artifact but not as a fully embedded planning instrument. Ball's (2018) systemic perspective helps explain this: when policy subsystems (schools, districts, planning agencies) do not align their routines and data systems, planning becomes partially symbolic and vulnerable to implementation drift.

Data validity constraints further weaken evidence-based planning. Mandinach & Gummer (2021) emphasize that data-driven decision-making depends on both data availability and user capacity to interpret and apply data. In remote contexts, inconsistent data synchronization undermines planning accuracy and reduces the likelihood that targets, indicators, and resource allocations match real needs.

Implementation: Commitment Confronting Structural Constraints

Implementation shows real commitment construction, teacher contracting, BOS strengthening, scholarships, and training. From an implementation theory perspective, these actions represent strong "policy content" elements (resources and program actions). Yet persistent constraints teacher shortages, logistics, digital limitations, and parental engagement gaps reflect difficult "policy context" conditions (Grindle, 1980).

Teacher distribution problems are especially critical because they directly shape instructional quality and equity. Hargreaves & Fullan's (2020) professional capital view implies that improving outcomes requires not only deploying teachers but also building sustainable professional conditions

(support, collaboration, development pathways). When subject-teacher shortages persist, training alone may not close the gap; incentive structures, targeted recruitment, and retention mechanisms become necessary.

Digital limitations reflect Selwyn's (2020) warning: digital transformation can widen inequality when infrastructure and literacy lag. Teachers' testimony that digital support remains limited and training uneven indicates that digital policy elements require stronger capacity-building and infrastructure packages, not just policy statements.

Evaluation: Administrative Compliance vs. Outcome Learning

Evaluation practices in Maybrat reflect a common public sector evaluation risk: reporting compliance rather than learning for improvement. The evidence shows that evaluation has not been fully used as feedback to improve planning and implementation, allowing recurring issues to persist. This is inconsistent with OECD's (2021) guidance on continuous evaluation and with Rossi et al.'s (2019) emphasis on systematic assessment of outcomes and sustainability.

The adoption of Rapor Pendidikan is a positive step because it signals movement toward standardized evidence tools. Yet tools do not automatically change governance behavior. Without institutional routines that translate evaluation findings into revised targets, budgets, and implementation strategies, evaluation remains peripheral. The dissertation's interpretation that evaluation focuses on formal quantitative aspects rather than learning quality and equity underscores the need to reorient evaluation toward outcome-based indicators.

Implications for Strengthening the Roadmap as an Operational Instrument

The dissertation's conclusion emphasizes that the roadmap policy in Maybrat is strategic but constrained by structural, technical, and managerial limitations; planning, implementation, and evaluation are present but not yet integrated to ensure sustainable quality improvement. This aligns with broader policy scholarship: a roadmap becomes effective when it is treated as an operational governance system anchored in valid data, implemented through coherent routines, and evaluated through outcome learning cycles.

CONCLUSION

This study demonstrates that the SMP Education Roadmap Policy in Maybrat Regency represents a meaningful strategic intervention for improving education governance in a 3T context. The planning stage is characterized by participatory intent and a focus on reducing disparities in access, teacher quality, and infrastructure an approach consistent with global principles of inclusive and contextual education policy. However, planning weaknesses persist in the form of limited integration with broader regional planning frameworks and constraints in data validity caused by uneven data synchronization, reducing the roadmap's operational precision.

Implementation shows substantial governmental commitment. Regional leadership highlights cross-agency coordination and budgeting support, while the education office translates policy into priority programs such as classroom development, teacher distribution efforts, scholarships, BOS

strengthening, and teacher training. Nonetheless, the policy's effectiveness is constrained by enduring structural barriers: shortages and uneven distribution of subject teachers, difficult transportation routes and geographic isolation, limited ICT infrastructure, low digital literacy, and inconsistent parental participation.

Teacher perspectives indicate that uneven training distribution and limited digital learning facilities reduce policy impact at the classroom level. Evaluation remains the weakest link in the policy cycle. While evaluation activities exist, they largely emphasize administrative reporting rather than outcome-based learning improvements, and evaluation outputs are not yet fully used to revise planning and strengthen implementation strategies.

The emerging use of national tools such as Rapor Pendidikan is a promising development, but its application remains limited and insufficiently integrated into regional planning routines. Overall, the roadmap policy has the potential to function as an operational instrument for education transformation in Maybrat, but achieving this requires four interrelated reforms: (1) strengthening evidence-based planning through reliable data routines and integration with regional planning documents; (2) improving implementation consistency by addressing teacher distribution with targeted incentives and logistical support; (3) accelerating digital readiness through infrastructure and systematic literacy development; and (4) redesigning evaluation into a comprehensive outcome-based mechanism that feeds directly into policy refinement. With these improvements, the roadmap can shift from a strategic document to a functioning governance system that supports equitable and sustainable junior high school education development in Maybrat Regency.

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