POLICY IMPLEMENTATION OF EDUCATIONAL COORDINATION AND LEADERSHIP TRAINING ON LEVEL III IN CENTRAL JAVA PROVINCE- INDONESIA

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Abstract

Many parties argued that education and leadership training are still less effective in producing competent alumni in the implementation of tasks/jobs. The Organization of the Education policy and leadership training level III form of Penitentiary Administration Rules State No. 19 in 2015 (substitute Penitentiary Administrative Regulation No. 12 in 2013) aims to improve the competence of the leadership Echelon III structural officials. Do policies implementation of the Organization education and leadership on level III training can produce a graduation participants were able to show its performance in leading change? To find out, do some research on the human resources development agency Areas of Central Java-Indonesia, using a qualitative approach to the method of research's policy. Through data collection techniques: interviews, observation, study of documentation and recording archives, and the *Focus Group Discussion*. The results of the research on level I, II, and III in 2014 a number of 90 participants, declared 81 people, and delayed pass 9 people. Summed up, the policy implementation of conducting education and leadership training level III in Central Java province-Indonesia is already well underway. There are supporting and barrier aspects to the policy implementation of conducting education and leadership training level III. Implementation model of organization of Educational Policy and leadership training level III, proposed: a) the participant evaluations, *range* on Value Level is reduced, Level 4: 90,1-100, Level 3: 75.1 to 90, Level 2: 60.1 to 75, Level 1: 0-60, b) Qualification of graduation: Very Satisfactory score 90.1 to 100, Satisfactory Score 80.1 to 90, Enough Satisfactory score 70.1-80, Less Satisfying score 60.1-70, Unsatisfactory Score 40.1-60 (Delayed Pass), and do not pass score < 40. Advised: there is a revision of the regulations of the State administration of Penitentiary No. 19 in 2015, including on: competence, built on Leadership Education and training level III, inserting the material public policy Analysis on the curriculum, and Evaluation Participants.

Keywords: Implementation, Educational and Training Program, Leadership, Policy, Echelon III

I.   INTRODUCTION

The existence of a gap between the competence of the leadership in the bureaucracy in Indonesia which is highly expected to appropriate level of competency with the reality of its tenure owned officials, especially those who occupy the Echelon III, is a problem that very soon

the settlement is done. To eliminate the gap, the State Administration –of Indonesia Republic try to improve the system of organizing education and training be more feasible with policies that can improve the competence of the leadership Echelon III.

Some problems that arise in implementing the education and leadership training level III is identified as follows:

a.   Organization of the Educational and Training Program of Leadership known as *Diklatpim* that had implemented (from 2000 to 2013) is still questioned its usefulness by many parties. The results showed that organizing leadership training on level III less effective in generating participants/alumni leadership training level III on a competent in the performance of tasks/jobs.

b.   Absence of or less Participant selection team that take a role on education and training in the scope of the sender instance training potential leadership participants on level III. The selection process a candidate of education and training participants have not beginning with the measurement (*assessment*) standards of competence required in the position and competence of the candidate in question, so that unknown *competency gap* that needs to be addressed with education and training;

c.   Educational material and training given are *given* and not based on the competency's necessity apparatus maps vertically or horizontally which are heterogeneous, so a participant education and training is required to follow the entire learning material though not the whole of the material needed;.

d.   Those methods not competency-based learning. The system of organization of this kind are valued less efficient and less attentive for the training participants necessity;

e.   Conducting education and leadership training on level III only in classical (34 working days or 336 hours of instruction) and the results of the working paper drawn up participants of the education and training in General can't be implemented, because there is no/less support from alumni of educational and training supervisor, or the lack of motivation to carry out the design of the alumni of the paper work.

f.   The administration of State Institutions-even though the Indonesia Republic have conducted education and training needs analysis, and design of the curriculum and materials in the regulations the head of the State Administration Institution No. 12 in 2013 (renamed State Penitentiary Administration Regulations No. 19 in 2015), but needs to be done for research

towards the achievement of these policy objectives so it can be known whether Policy Leadership Education and training learning on level III should be pattern updates can be organized very well and can improve the performance of participants/alumni training.

The purpose of Leadership Education and Leadership training learning on level III competency such as increase structural Echelon III officials who will play a role and carry out the duties and functions of the national Office in each. The competence built on Leadership Education and training on level III at the Penitentiary Regulations of State Administration no. 19 in 2015 are: Leadership Competencies tactical ability it lays out the vision and mission of the Agency into the Agency program and led the successful implementation of the program, which is indicated by the capability as follows:

1. Developing the character and attitude of the behavioral integrity in accordance with the legislation and the ability to uphold the ethics of the public, conformed to the values, norms, moral and responsible in the lead units of the Office;

2. Outlining the vision and mission of the Office into agency programs;

3. Collaborating internally and externally in managing program of agencies towards the effectiveness and efficiency of the implementation program;

4. Implementing the innovation field of duty, according to embody agencies programs that are more effective and efficient;

5. Optimizing the entire potential of internal and external resources of the Organization in the program implementation of the Office unit.

II.   PROBLEM FORMULATION

Do implementation policies of the Organization of education and leadership training on level III can produce a graduation participants were able to show its performance in leading change? Furthermore, the proposed research questions are:

1. How does the implementation policy of conducting education and leadership training on level III held in Central Java Province-Indonesia, being able to produce the leaders of change?

2. What does supporting aspects or restricting that is affecting the implementation policy of conducting education and leadership training on level III?

3. How do patterns/models recommended in implementing a policy of conducting education and leadership training on level III?

This research objective is as follows:

1. Describing and analyzing the policy implementation on the Organization of education and leadership training on level III in Central Java Province-Indonesia.

2. Describing and analyzing aspects of support or a barrier to implementation of policies that affect the Organization of education and leadership training on level III.

3. Formulating a policy implementation model/pattern of organization of educational and leadership training on level III (especially Chapter VIII, Sub-chapter a: Evaluation participants) are more effective in enhancing the competence of leadership training participants are tactical.

III.   RESEARCH METHOD

This research uses qualitative research approaches, research methods with policy. Research is on the location of the Agency's human resources development Areas of Central Java Province-Indonesia, as education providers and research on level III. Address: Setiabudi Street No. 201-A-Semarang-Indonesia, Data/information obtained from key *informants* (as the source of the data): 1) Participant education and leadership training on level III who served on the Organization's provincial regions in the Device's Java Central Province and District/City levels; 2) The Head direct participants of the education and leadership training on level III as a mentor.

The technique of data collection is: observation, interview, study the documentation and recording archives, and *Focus Group Discussion* (FGD). In this study is using data analysis components, namely: data collection (*Field notes & write up*) data reduction (*Editing, Coding*), the presentation of data (*display, conclusion, drawing, reporting*).

IV.   RESULT AND DISCUSSION

a. Public Policy Implementation

The theory of policy implementation, by Van Meter and Van Horn (in Winarno, 2002:102) limit the policy as actions carried out by individuals or groups of private or Government directed

to achieving the objectives that have been set in previous policy decisions. These actions include efforts to turn decisions into operational actions in a certain period of time and in order to continue efforts to achieve changes large and small determined by policy decisions. It needs to be stressed here, that the phase of implementation will not start before the goals and recommendations set out or identified by policy decisions. Thus, the stage of implementation took place only after the legislation enacted and funds provided to finance this policy implementation.

In short and simple is explained by Nugroho (2004:158), in principle of the policy implementation is the way that a policy can achieve its purpose. His opinion in implementing a policy, there are two options: direct measures implemented in the form of programs, or through policy formulation have/derivative of public policy.

b. Supporting And Restricting Aspects Of Policy Implementation

In the process of policy implementation, there is an *implementation gap* (Dunsire in Wahab, 2002:61), which was a State in the process of wisdom is always open to the possibility of impending is the difference between what is expected/planned by policy makers. Williams (in Wahab, 2002:61) argued that small difference is large depending on the implementation capacity of the Organization/organizational group or actors who are believed to carry the task of the policy implementing. Implementation capacity is the ability of an organization to carry out this actor's decision/policy such that it is no guarantee that the objective have been set out in a formal policy document can be achieved.

According to Grindle (1980:11) measuring the success of policy implementation can be seen from two things as follows:

a. Views of the Process.

With the question whether the implementation of policies in accordance with the designed with reference to the action of its policies.

b. Does The Purpose Of The Policy Is Achieved.

This dimension is measured by looking at two factors, namely:

1) Impact on society as individuals and groups;

2) Level changes that occur, as well as acceptance of the target group and the changes that occur.

Mazmanian and Sabatier's stated (quoted Wibowo, et al., 1994:25) that policy implementation is a function of three variables, namely:

1. The characteristics of problem;
2. The program management structure is reflected in the wide variety of rules operating policies;
3. Factors outside the (no) Regulation.

T.B. Smith (in Islamy, 2001), stated that the policies implementation was affected by the variables, namely:

a. *Idealized policy*, namely interaction patterns that was initiated by the framers of policy with the aim to encourage, influence, and stimulates the *Implementing organization*, *target groups* for implementing it, and *Environmental factors* affecting;

b. *Target groups*, namely part of the expected policy stakeholders can adopt patterns of interaction as expected by the framers of policy. Because these groups become targets of policy implementation, then expected to customize behavior patterns with policies that have been formulated;

c. *Implementing organization*, namely the implementing bodies responsible in policy implementation;

d. *Environmental factors*, namely the elements in the environment that affect the policy implementation, such as social aspects, culture, economy, and politics.

c. Leadership As A Basis Competency

Bass (in Ancok, 2012:128) divided into two leadership styles: transformational and transactional leadership. If it is associated with the opinions of Hickman, transactional leadership style is the leadership style managers, whereas transformational leadership is the leadership style of the leader. According to Richard Daft (2008), the idea of transformational and transactional leadership model was developed by James MacFregor who apply in the context of politics, further enhanced and introduced into the context organizational by Bernard Bass.

According to Podsakoffet al. (1996), a model of transformational leadership was the decisive factor that influences the attitudes, perceptions, and behaviors of employees. Transformational leadership is different from transactional leadership based on bureaucratic power and motivated their followers for the sake of self-interest.

d. Educational and Training

Described by Irawan et al. (1997) stated that in fact the development of human resources (employees) can be implemented with a strategy for *training* and *non-training* strategy. Strategy *training* is taken if the issues are facing the organization is directly related to the ability of an employee who is still low. As for *non-training* strategy taken when the problems encountered relate to in addition to the capabilities of employees.

Education and training including the non-formal education types, that is processed through the system not too tight (andragogy learning), but had limited objectives and clear (Sudarsono and Ruwiyanto, 1999:299). The purpose of the training was in General is to develop the knowledge, skills, attitude, and personality of the employee in order to perform the duties of Government and development carefully.

The vision of the human resources Development Agency of the of Central Java Province-in 2013-2018 Indonesia is: "to be the pre-eminent Centre of education and training for the Civil State Apparatus National Standard".

e. Policy Implementation of Educational and Leadership Training coordination on Level III

The purpose of Leadership Education and Leadership Training on Level III is leadership competency i.e. increase structural Echelon III officials who will play a role and carry out the duties and functions of the national Office in each. The competency built on Leadership Education and Training on level III at the Penitentiary Regulations state administration no. 19 in 2015 are: Leadership Competencies tactical ability that lays out the vision and mission of the Agency into the Agency program and led the successful implementation of this program.

Stages of Education and Leadership Training on Level III consist of Pattern Updates, namely:
- Stage I (*on-campus* or classical, performed for 9 days): diagnosis of needs change.
- Stage II (*off-campus* or non-classical, performed for 7 days): the participants returned to their respective Institutions in order to find problem areas and determine the organization changes, the direct supervisor's approval to ask (mentor).
- Stage III (*on-campus* or classical, implemented during the 17 days): Designing the project changes and build a team. Towards the end of Stage III was held Seminar Draft Project Changes (performed the Assessment Planning Innovation).

- Stage IV (*off-campus* or non-classical, for the last 60 days): Laboratory of leadership. Participants of the Project Design to implement the changes.

- Stage V (*on-campus*, for 2 days): evaluation. On the first day of the Seminar held Leadership Laboratory (performed an Assessment of Change Management). Day 2 in the form of a leadership evaluation.

The requirements to be able to follow as participants of the Education and Leadership Training on Level III, namely:

a. Held position on Echelon III;

b. Proposed Staffing Builder by officials;

c. Has a certificate of *English Test of a Foreign Language* (TOEFL) with a score of at least 450.

Education level of participants of Education and Leadership Training on Level III classified as Group I, II, and III there is a Diploma 3, Strata 1 (Bachelor Degree), Strata 2 (Master Program), and Strata 3 (Doctoral Program). Author interviews with Dra. Ratna Dewajati, Mt. (alumnus of Leadership Education and training on level III Group I):

> "There is should be a minimum formal education requirements for participants to follow the Education and Leadership Training on Level III, i.e.: at least Strata 1 or Strata 2, so that participants easily understand lessons given by widyaiswara. Surely Participants will be smooth in the task, both when designing the project of change as well as at the time of Project Design to implement the changes. Sometimes, the ability to understand/absorb the lesson for someone who is educated Strata 1 does not equal the ability of someone who is educated on Strata 2. This has been the thought further, so that the expected learning goals achieved. "

On the implementation of evaluation Participants, assessment Planning Innovation with weights amount 40% includes four indicators, namely: the type of change (10%), the scope of benefit changes (10%), the clarity of the stages of change (10%), and map the *stakeholders* (10%). An assessment of change management that has a weight of 60% which includes three indicators, namely: the number of mobilizing support (15%), the support (15%), and close to the stage of change (30%).

Observe the qualifications Education and Leadership Training graduation on Level III Group I, II, and III (as many as 90 people) that still uses the qualifications graduation with a value of 51-100, and the pass value of delayed pass amount 51, obtained results < stated Pass 81 people (90%) and Delayed Pass 9 people (10%).

Table 1 Indicate The Supporting And Restricting Aspects Of Policy Implementation Coordination On Educational And Leadership Training On Level III

No.	Focuses	Supporting Aspect	Restricting Aspect
1	*Idealized Policy*	- Graduation rate of 90% identifying the existence of degrees of change participants of the Education and Leadership Training on Level III in achieving policy Regulation of State Administrative Agency Head No. 19 in 2015. There is a clear scale to achieve– its skill, i.e. Chapter VIII (Evaluation).	-
2	*Implementing Organization*	- There is a permit from the State Administration Agencies for conducting Education and Leadership Training on Level III, according to the Decree-the State Administrative Institution Head No. 2035/XI/I/2010 December 13, 2010 about the accreditation Results and Certification of education and training Agency Central Java-Indonesia. - Have adequate resources for Education and Learning on Level III leadership training. -Central Java-Indonesia set the requirements of participants Education and Leadership Training on Level III-policy rules, head of the State Administration Institution No. 19 in 2015. - *Widyaiswara* as a teacher material of Education and Leadership Training on Level III required only *Widyaiswara* who have followed *Training of Facilitators* (TOF).	- During the study, officers/Committee on duty, have not always been in place/Committee Secretary. - There are the difference perception of *Widyaiswara* in giving an assessment to participants of the Education and Leadership Training on Level III between Coach and Speaker/Host Examiner I, II, III who was the early introduction of its Pattern Updates. - Yet to satisfy the competence of *Widyaiswara* as a Coach in the Level I, II, III, who is the early establishment of an Education and Leadership Training on Level III Pattern Updates. - There hasn't been Standard Operating Procedures in pursuit of/Coaching. - The lack of management of the means of instruction, such as Wifi, sound system that is often less good (disturbing) moments to be used in the learning process.

3	*Target Groups*	Average annually of organizing Education and Leadership Training on Level III followed by 320 participants.	- Education level of participants classified as: Diploma 3, Bachelor Degree, Master Program, and Doctoral Program - The age of the participants was nearing retirement age limit year 1-3 (58 years old).
4	*Inveronmental Factors*	The existence of the compliance and response of the implementing agencies, namely really refers to the policy of organizing Education and Leadership Training on Level III which is set regulations of Head Administrative Organization Country No. 19 in 2015.	The existence of the attitude of some of the participants who lack to respond and understand the intent and goals of the Organization of Education and Leadership Training on Level III.

Figure 1 explains the difference number of graduation on the existing Model (Pattern 1 and pattern 2 (scenario) that equally impose a *range* 11-12, and pattern 3 (screenplay) with *range* 10.
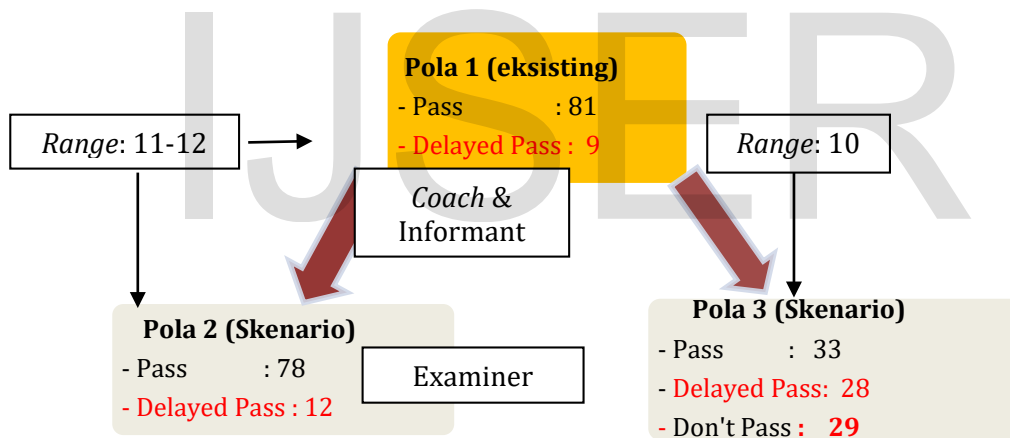

Figure 1. Comparison of the Valuation Pattern 1 (Existing), Pattern 2 (screenplay), and Pattern 3 (screenplay)

The Proposal Model of Participants Evaluation

    a. Interval value of each level on Indicator value

Table 2 The Proposal of Level Value (Pattern 4-a)

Originalities

LEVEL	VALUES
4	80,1 – 100
3	60,1 – 80
2	40,1 – 60
1	0 – 40

Source: Regulation of The Head Organization
Administrative No.21 in 2014 and No 19 in 2015

Proposals

LEVEL	VALUES
4	90,1 s.d. 100
3	75,1 s.d. 90
2	60,1 s.d. 75
1	0 s.d. 60

Researcher's Proposal

b. Graduation Qualification

Table 3. Graduation Qualification Changing Proposal (Pattern 4-b)

Originatities:

Qualifications	Scores
Very Satisfying	90,1 - 100
Satisfying	80,1 - 90
Satisfactory	70,1 - 80
Less Satisfying *)	60,1 - 70
Dissatisfaction **)	≤ 60

*) Less satisfying was declared Postponed their graduation.

**) Not satisfy stated Postponed their

Source: Regulation of The Head Organization
Administrative No 19 in 2015

Proposals:

Qualifications	Scores
Very Satisfying	90,1 s.d. 100
Satisfying	80,1 s.d. 90
Satisfactory	70,1 s.d. 80
Less Satisfying	60,1 s.d. 70
Dissatisfaction ***)	40,1 s.d. 60
Do not Pass	≤ 40

***) Not satisfy stated Postponed their graduation.

Researcher's Proposal

V. CONCLUSION AND RECOMMENDATION

1. Policy implementation of conducting Education and Leadership Training on Level III in Central Java Province -Indonesia is in compliance with regulations of the State administration of Penitentiary No. 19 Year 2015.

2. There are supporters and restricting aspects of the policy implementation in conducting Education and Leadership Training on Level III.

3. The implications of the theory

Based on the research findings that have been concluded, the implications of the theory that occurs with regard to the policy implementation in conducting Education and Leadership Training on Level III are:

a. Based on the public policy theory, the existence of the phenomenon observed consist of: the content of the expected policy (Regulations of the Penitentiary Administration of the Country's No. the 19 in 2015), implementing policy (coordinator of Education and Leadership Training on Level III), *Target Groups* (participants of the education and leadership training level III), and the environment, it is in accordance with the theory of T.B. Smith. Next, the level of changes that occur on the target group (participants of the Education and Leadership Training on Level III) is a factor that became the measuring successful of the policy implementation regulatory of head of the State Administration Institution No.19 in 2015. It fits with the theory of Merilee s. Grindle (1980:11) which explained that the measurement successful of the policy implementation can be seen from the process and whether policy objectives are achieved. Two theories of public policy experts are so closely related to the policy Organization of the Education and Leadership Training on Level III is part of the science of public administration.

b. Competence that is built on Education and Leadership Training on Level III is the Tactical Leadership. This is in accordance with the theories of leadership that was conceived by Pounder (2001).

SUGGESTION

Addressed to the institutions of State Administration:

1) Revise chapters I Sub chapter C: Competence, built on Education and Leadership Training on Level III competency is tactical (replacing visionary).

2) Revised the country's Penitentiary Administration Regulations No. 19 in 2015 on Chapter VIII Sub chapter A: Evaluation Participants as follows:

a. Final Evaluation, *range* of Level Values scaled down as follows:

- Level 4   :   90,1 s.d. 100.
- Level 3   :   75,1 s.d. 90.
- Level 2   :   60,1 s.d. 75.
- Level 1   : $\leq$ 70.

By the indicators detail clearly to be understood

b. Graduation Qualifications

- Very Satisfying score 90,1 s.d.100.

- Satisfying score 80,1 s.d. 90.

- Satisfactory score 70,1 s.d. 80.

- Less Satisfying score 60,1 s.d. 70.

- Dissatisfaction score 40,1 s.d. 60 untuk Ditunda Kelulusannya.

- Do Not Pass score $\leq$ 40.

Addressed to Agency Human Resources Development Areas of Central Java-Indonesia:

1) Drawing up *Standard Operational Procedures (SOP)* for the Coach so that the process of supervision exercised appropriate expectations of Education and Leadership Training on Level III Participants.

2) Putting together a Job Description Managing Committee in detail, so that the service learning process takes over smoothly according the expectations of participants and *Widyaiswara*.

3) More selective in the grouping of participants associated with educational level and age of Education and Leadership Training on Level III participants.

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C. Regulations/ACT

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Regulation of the Penitentiary Administration of State No. 19 in 2015 About conducting of Educational and Leadership Training on Level III