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**AN EVALUATIVE CASE STUDY OF
A BASIC EDUCATION AND TRAINING PROGRAMME
IN INDONESIA**

A thesis presented in partial fulfilment of
the requirements for the degree of

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ABSTRACT

The purpose of this study was to evaluate the effectiveness of the basic education and training programme (the DIKLAT ADUM) for Indonesian civil servants. This evaluative case study was based on the nature of formative evaluation that aims at providing feedback for the programme's improvement and development.

This research used the methods of survey questionnaire and telephone interview. A purposive-random sampling was carried out for the interview. Using the Likert attitude scale and open-ended questions, the questionnaire asked the participants about their expectation of the programme, the programme's content and the perceived effects of the programme. The telephone interview enquired about participants' insights regarding some themes that had emerged from the questionnaire.

The responses to the survey questionnaire and interview showed that the programme was reasonably effective in improving the participants' skills and knowledge of public administration and management as well as their attitude towards their job as civil servants. However, it was found that two main aspects of the programme, curriculum and its delivery, needed special attention from the stakeholders in order for the programme to be more effective.

The study concludes with some recommended action plans for both the organisational and individual stakeholders. It also recommends a model for evaluating future DIKLAT ADUM programmes aimed at their improvement and development.

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CHAPTER I

INTRODUCTION

A. BACKGROUND

Government institutions around the world are facing multifaceted challenges and problems in the current turbulent times. They are required to be able to not only solve the problems but also to find the best way of handling these difficulties. The organisational capability of overcoming these challenges largely depends upon the capability or the quality of the people working in these institutions. To improve the quality of their human resources, government organisations are required to facilitate staff development to improve and develop the knowledge and skills of their employees.

In traditional organisations, the focus of development activities involves knowledge acquisition, defined as the collection of new information useful in identifying, recalling, or recognising the basic component and steps of their jobs (Gilley & Maycunich: 2000). The acquisition process can effectively be achieved through the provision of opportunities for periodical offered education and training programmes within the organisations. Therefore, it is acknowledged that education and training can become a vehicle to improve the skills, knowledge and attitudes of employees, which leads to enhanced-organisational performance.

In the Indonesian government institutional context, the function of education and training illustrated above is reflected in the current established policies. The government has established the regulation that every civil servant, to be promoted to managerial (leadership) positions, has to attend and follow the training called "*pendidikan dan pelatihan administrasi umum*" (Education and Training on Basic Administration), commonly known as the DIKLAT ADUM

programme¹. The programme is designed for those at the base staff level who are about to be promoted to the lowest managerial position (e.g. heads of sub-units or sections) within government institutions throughout Indonesia. The programme is carried out in a five-week intensive course to provide participants with basic skills and knowledge of public administration and management.

Lowest level managers have very important roles in any organisation as they bridge the distance between policy makers and implementers/employees. Therefore, the designation of the education and training programme for the managers is assumed to be a significant act towards the achievement of an organisation's mission and vision (Bolman and Deal, 1997). With regard to this assumption, the Law No. 8 Year 1957, which was renewed lately by the Presidential Decree No. 8 Year 1999, assigns the National Institute of Public Administration (NIPA) to co-ordinate such a programme. In implementing the training, NIPA works closely with the Education and Training Agency of Provincial Government Office².

People attending the programme come from central, regional and local government institutions located in the service area of each training and education agency (see map in Appendix A). They are selected, sent and funded by their own institutions and most of them are going to be promoted from staff members to managerial positions. Normally, the participants have Bachelor Degrees in different field of studies, or otherwise, they have at least eight year of service and work experience³.

The DIKLAT ADUM programme has had positive effects on the civil servants' career paths; but the policy also created some dilemmas for those who did not complete this programme. One problem is the effect of its strict

¹ Government regulation number 101 year 2000 on civil service education and training (*Peraturan Pemerintah No. 101 Tahun 2000 Tentang Pendidikan dan Pelatihan Pegawai Negeri Sipil*)

² Government regulation number 101 year 2000 on civil service education and training (*Peraturan Pemerintah No. 101 Tahun 2000 Tentang Pendidikan dan Pelatihan Pegawai Negeri Sipil*)

implementation. Most government institutions tend to implement the policy strictly but others do not; consequently, many complaints arise from employees whose careers come to a deadlock because of not having attended the DIKLAT ADUM programme (*Suara Merdeka*: 12/September/2000). This issue also raises questions about the worth of the programme and about the difference it makes to civil servants' attitudes, skills and knowledge in their work.

A great amount of funds are spent annually on the planning and implementation of the DIKLAT ADUM programme. For example, at the National Institute of Public Administration West Java Regional Office alone, funding of 45 million rupiahs (around NZ\$12,500 in current rate) was set aside for one 300-hour DIKLAT ADUM programme in 1997⁴. It is, therefore, important, for this programme to achieve its objectives of preparing civil servants to sit in either leadership or a professional position in the government. In the process, it also has to consider internal and external environmental changes that influence the nature of participants' learning processes in order to provide participants with quality learning experiences (Lofthouse, 1994).

The present study will examine the worth of the DIKLAT ADUM Programme and find out to what extent it makes a difference to participants' attitudes, skills and knowledge in their work. In the absence of appropriate data to guide decisions about programme planning and improvement, programmes are built on tradition or on trial and error. Berney and Ayers (1990), for example, contend that the vision of preparing leaders in the 1950s is not adequate for the 21st century. Therefore, an evaluative case study of the DIKLAT ADUM Programme is important to provide information on the

³ The decree of the chief of NIPA number 357/IX/6/4/2000 on guidelines for the implementation of the DIKLAT ADUM programme (*Keputusan Kepala Lembaga Administrasi Negara Nomor 357/IX/6/4/2000 Tentang Pedoman Penyelenggaraan DIKLAT ADUM*)

⁴ Financial report of the DIKLAT ADUM programme implementation June-August 1997, NIPA West Java regional office (*Laporan Keuangan Penyelenggaraan DIKLAT ADUM Angkatan III Bulan Juni - Agustus 1997, LAN RI Perwakilan Jawa Barat*)

effectiveness of its current activities and, at the same time, to suggest future directions of programme improvement.

B. THE OBJECTIVES OF THE STUDY

A programme is perceived to be effective if it achieves its goals. In this case, a critical question may arise about who set the goals and whether the goals accommodate the needs of the people or groups of people involved in the programme. Consequently, opinions about the programme's effectiveness might vary among the groups of people, such as administrators, staff members, teachers, participants and parent institutions of the participants. As schools are service organisations whose success relies on the satisfaction of the market, then every decision must take perceptions of clients on programme's effectiveness into consideration.

Moreover, Scriven (1972: 80) states that, in order to attain reliable results of an educational evaluation, it is not very important to examine what a teacher says she/he is doing or what the students say they are doing. The most important thing is what the students say (do, believe, etc.) at the end of the course that they wouldn't have said at the beginning. Thus, the participants' perceptions of the delivery of the programme are critical to evaluate the effectiveness of the educational programmes.

Accordingly, the scope of this study intends to examine the participants' perceptions of the effectiveness of the DIKLAT ADUM Programme. Thus, the main overarching question of this study is:

How effective is the performance of the DIKLAT ADUM programme, with reference to participants' perceptions?

In accordance with the research question, this study entitled “An evaluative case study of a basic education and training programme in Indonesia,” poses the following research objectives:

- 1) To identify the participants' perceptions of the content of the DIKLAT ADUM programme.
- 2) To provide recommendations for future training programme improvement.
- 3) To generate a tentative model for evaluating the DIKLAT ADUM programme.

C. SIGNIFICANCE OF THE STUDY

The nature of the study is formative evaluation in which further development of the DIKLAT ADUM programme is the goal. Besides, as the study will be trying to identify determinant factors that influence the programme and to attain appropriate ways to improve the programme, there are three expected benefits that the findings of this evaluation might provide:

- 1) Important information for stakeholders' decision-making about the programme. Programme administrators might find the findings useful to develop a better understanding of the dynamics of the programme and, hence, to help them to make better decisions. The decision-making involves, for example, the selection and recruitment of teachers, the adjustment of the programme goals and curriculum and the management of the programme.
- 2) Information needed for the development of the programme and the improvement of its service delivery. Administrators will be able to determine what programme components are to be developed and improved. Programme teachers may obtain benefits from the findings as they can identify what teaching skills they need to develop and improve.
- 3) A suitable and robust approach for continuous DIKLAT ADUM programme evaluation. The approach used in this study can be adapted for evaluating future DIKLAT ADUM programmes.

D. LIMITATIONS OF THE STUDY

In implementing this study, the researcher is aware that there are several limitations of this work. Some of them are:

- 1) This study is carried out in one organisation so that the findings cannot be generalised to any other organisations.
- 2) The ability of the researcher to generate data is limited by the time, funds and geographical distance. The researcher was not able to talk face to face with the participants due to geographical distance between Indonesia and New Zealand. She also had to limit the time for the telephone interviews due to the high cost of international calls.
- 3) The findings of this study are limited to the time of the study. They cannot be generalised to another times.
- 4) The evaluation study is limited to the DIKLAT ADUM programme and any attempt to use the approach for evaluating other programmes must be done with great caution.

E. DEFINITION OF KEY TERMS

- *Evaluation.* Evaluation in this study is defined as an appraisal of the quality and determination of the worth of education and training programmes.
- *The DIKLAT ADUM programme.* The programme is carried out by the NIPA and the Education and Training Agencies of Provincial Government Offices to educate civil servants promoted from staff to lower level managers.
- *Lower level managers.* Lower level managers in this study are those who have leadership positions within sections or sub-units in Indonesian government organisations.

F. ORGANISATION OF THE THESIS

Chapter 1 Introduction

Chapter 1 outlines the background, the objectives, significance, limitation of the study, definition of the key terms and organisation of the thesis.

Chapter 2 Literature Review

Chapter 2 discusses the theoretical background of the study. It elucidates staff development theory, evaluation theory, the DIKLAT ADUM programme as one of the staff development processes and models of evaluation. This chapter also proposes an evaluation model that is used for this study.

Chapter 3 Methodology

Chapter 3 explains the research design and methodology employed for this study. It is divided into two: theoretical and practical aspects. The first part focuses on the theory of case study and data collection techniques. The second part discusses the practicality of gathering the data.

Chapter 4 Data Presentation and Analysis

Chapter 4 describes data that has been collected from questionnaires and interviews. It attempts to describe the participants' perceptions of the content and outcome of the programme. The first part consists of an overview of the Indonesian civil service development policy and of the DIKLAT ADUM programme stakeholders. Meanwhile the second part comprises a thorough description of the participants' perceptions of the programme.

Chapter 5 Determinants of the Programme's Effectiveness

Chapter 5 discusses the main themes that resulted from participants' perception and attempts to create a practical and useful model for evaluating future DIKLAT ADUM programmes. It also discusses recommendations for the future direction of education and training programmes.

Chapter 6 Conclusions and Recommendations

Chapter 6 draws the main conclusions from the study and outlines some suggested action plans. It also delineates some recommendations for future research.

CHAPTER II

LITERATURE REVIEW

A. INTRODUCTION

Chapter one discussed the background, rationale and the objectives of the study. As mentioned earlier, the main objective is to assess the effectiveness of a management and leadership-training programme for certain Indonesian government employees by focusing on the perception of its participants.

In this chapter, the researcher intends to review some relevant existing literature that examines certain concepts, principles and models of two main themes to underline the implementation of the present research. They are staff development and evaluation of programme's effectiveness. This chapter is divided into two main sections. The first part of this chapter presents an overview on staff development that consists of three topics relating to the present study. They are (1) definitions of staff development, (2) approaches and models of staff development in organisations and (3) management and leadership education, training and development. The second part explores the concept of evaluating training programme's effectiveness. The sub-headings of this section are (1) concepts and definition of evaluation and (2) alternative models for evaluating programme's effectiveness. This chapter concludes with a practical framework for evaluating a leadership-training programme as the focus of this research.

This chapter finishes with a summary of what has been discussed in the two parts of its content. It identifies some key concepts and principles, which will be looked at, used and developed by the present researcher in her study in order to answer her research question.

B. STAFF DEVELOPMENT

The environmental changes of organisations such as increased community demand and advancement of technology, challenge the leaders and managers to enhance employees' performance through the practice of effective human resource management (HRM). The processes of human resource management include planning, recruitment, selection, induction, performance appraisal, rewards/compensations and staff development (Rebore, 1998; Webb and Norton, 1999). Apart from the first six HRM processes, staff development is believed to play a significant role in maintaining an organisation's competitiveness in a world of change. Wixom (1995) says that change will become tomorrow's steady diet and that the only thing that will not change very much is the importance of good and competent people. Therefore, the ability of organisations to do well in the new world of change depends on their ability in capturing the people's hearts and minds and in developing them as an asset to the organisation.

The significance of good and competent people in contributing to the achievement of organisational goals and missions requires staff developers to understand the meaning of staff development in their own organisational context as well as to comprehend problems and issues surrounding the concept. Accordingly, the present researcher intends to do a review on relevant literature on staff development. Some concepts and definitions will be looked at and some principles underlying the approaches and models of staff development in organisations will also be discussed in the following parts.

Concepts and Definitions of Staff Development

Staff development, professional development and human resource development are used interchangeably in this thesis. They are concerned

with people, the organisations' asset and generally, they are considered to relate with any effort to help the people improve their knowledge, skills and behaviours and ultimately improve their performance at work. McLagan (1999) notes that the aim of staff development is to enhance individual job effectiveness and the climate of interpersonal relations in an organisation. Therefore, staff development is apparently oriented towards organisational objectives, one of which is to face the challenge of change in the more competitive world. Webb (1996) sees its purposes by focusing more on the personal professional development such as transfer of information to the staff about new approaches, techniques, etc., skill acquisition by staff and change of staff behaviour as the result of the new learning and its application. Hence, staff development is aimed at the improvement of staff knowledge, skill and attitudes. The purposes of staff development, both personal and organisational oriented, are implied in the definitions below.

Staff development is defined by Omaha Public Schools (2000) as the provision of activities designed to advance participants thinking in knowledge, understanding and skills. Staff development is a comprehensive and continuous process of professional growth and self-actualisation that benefits staff, the organisation, students and ultimately the community. Nadler (1986), using the term "human resource development" instead of staff development, defines it as an organised learning experience, conducted in a definite time period, to increase the possibility of improving job performance and growth. In this sense, staff development must be conducted in a systematic way, in which the amount of time staff will be away from work is determined and specified. Nadler further explained that although an organisation can provide tools to help its people succeed, such as staff development programmes, the ultimate responsibility for success belongs to the people themselves.

In the two definitions above, the concepts of learning and professional growth are embedded in the process of staff development. Learning is defined as the process whereby knowledge is created through the transformation of experience. Knowledge, on the other hand, results from the combination of

grasping experience and transforming it (Kolb, 1984: 41). Meanwhile, professional growth is the improvement of professional competency. "One is professionally competent if she/he performs the accepted professional activities or methods adequately, regardless of their results" (Kolb, 1984: 182). In a workplace situation, an individual staff member is professionally competent if she/he attains the accepted performance standard. The internalisation of the learning process within individual staff, coupled with the provision of assistance for solving serious work problems, help to build staff confidence and well-being, which is the avenue to the growth of professionalism (Webb, 1996). Therefore, effective staff development creates a good atmosphere for learning to take place and facilitates the professional growth, besides results in the change of staff attitude.

Webb states that staff development is normally considered to include the institutional policies, programmes and procedures that facilitate and support staff so that they may fully serve their own and their institution's needs. However, as change is inevitable in the nature of staff development, the policies, programmes and procedures should be flexible and adjustable to the change. In the following part, approaches and models of staff development are presented and underlying principles are discussed.

Approaches and Models of Staff Development

Change is attributed to any aspect of life, from individual to organisation, from public to private. In large and complex organisations, rapid change and growth in staff development is inevitable. In higher education organisations, for example, the society needs and concerns about the quality of university graduates require changes in the staff development agenda. The expectation that education and learning carries on throughout life affects staff as much as students. Therefore, it is clear that staff development is to be continuously executed. The need of continuing development of all staff is becoming more urgent due to the trends towards mass higher education, an increased heterogeneity of the student population, the resource reduction, the

widespread use of information technology, trends towards internationalisation and many others (Brew, 1995).

In the field of commercial business, on the other hand, McLagan (1999) points out some trends that have implications for human resource development. The tendencies include: 1) the nature of work is changing, 2) the pace of change is accelerating, 3) the web is a structural model of a team rather than a pyramid organisation and 4) the bargaining power of the work force is rising. Consequently, staff development is to be directed more on continuous and life-long learning as well as changes in attitudes.

An issue involved in promoting continuous and life-long learning in the workplace is the relationship between adult education and staff development programme. Smith (1982) states that effective staff development programmes take into account the nature of adult learning and the fact that learning requires change. Therefore, Smith further argues that the literature on adult learning theory and effective staff development programmes together provide a powerful knowledge base that offers guidance in the design, development and implementation of effective staff development programmes for teachers and administrators.

All participants of the DIKLAT ADUM programme are considered adult learners with special needs that have to be borne in mind in their training programme. Most staff members in government organisations are adult learners with extensive educational backgrounds and variety of experiences. They are characterised by a special orientation to life, living, education and learning. This fact affects what and how they learn. Smith (1982: 47-49) suggests six optimum conditions for adult learning that educators find useful to activate and that learners have a right to expect. The six conditions are:

- a) The adult learners feel the need to learn and have input into what, why and how they will learn. Their input may be accommodated in processes of need analysis, goal setting, resource and strategy selection and evaluation.

- b) The content and processes of learning have a perceived and meaningful relationship to the past experience. Selection of teaching methods and materials, for example, take into account the learners' previous experiences.
- c) The learning subject relates optimally to the learners' cognitive development level. Educators must be aware of the learners' ability to apply concepts and principles in their workplace through certain activities, for example simulation, problem solving and case studies.
- d) The amount of learning autonomy exercised by learner fit with that required by the mode or method used. Writing a paper requires more autonomy than working on class exercises.
- e) Adults learn in a climate in which freedom to experiment is encouraged and anxiety is minimised. Collaborative learning that requires mutual trust and teamwork in which people feel accepted and free to disagree and take risks is promoted, for example, through instructors' attitudes, assignment and reaction to individuals' efforts to learn.
- f) Adults' learning styles are taken into account in designing learning activities. For this, instructors can use a formal instrument to differentiate people who prefer collaboration from those who prefer competition.

Staff development for adult learners will be effective when the six conditions are met in the implementation of the programmes. Therefore, an appropriate model that likely caters to these conditions needs to be designed within the planning process of staff development. Nevertheless, the design should also consider the objectives of the programmes.

Focusing more on teachers' professional development, Gall and Vojtek (1994: 6) offer a conceptual framework for decision-making on the models of staff development: 1) expert-presenter model, 2) clinical supervision model, 3) skill-training model, 4) action-research model, 5) organisation-development model and 6) change-process model. The models are categorised based on staff development objectives identified in several educational research results, such as:

- The development of teachers' knowledge and understanding;
- The development of teachers' instructional skills and strategies;
- The development of their ability to reflect on their work;
- The development of their ability to make sound decisions;
- The development of their ability to perform specialised roles;
- The development of their ability to improve students' academic achievement;
- The development of their ability to develop and implement curriculum;
- The development of their ability to restructure schools' curriculum, instruction and organisation.

The other common objective is the change of teachers' attitude, which includes:

- Positive attitude towards in-service programmes;
- Good morale;
- Self-esteem;
- Self-efficacy;
- Positive expectation for all students; and
- Desire to maintain a state of wellness.

Each model, feature and objective is summarised below:

Expert-Presenter Model

Using some researchers' works as references, Gall and Vojtek (1994) find that this model is the most commonly used in in-service programmes, in which teachers get together to listen to an expert talk about a topic they or other people have chosen. Therefore, the effectiveness of this model depends heavily on the capability of the expert. The model is said to be appropriate when the objectives are to develop teachers' knowledge and understanding about certain topics and to change their attitudes. With this model, teachers are expected to get and be aware of new ideas that might be useful for their improvement and to be confident in applying them in their

practice. A study shows that the methods mostly used within the model are workshops, meetings, videotapes, seminars and lectures.

Clinical-Supervision Model

This model has three characteristics, which are tutorial involving a supervisor or mentor or coach and an individual staff, structured relationship between both and proficient supervisor. The mentors help teachers to develop their ability to reflect and make sound decisions about what and how to improve teaching skills and strategies through repeated cycles of identifying their concerns and goals, collecting observation data and reviewing data with them. The methods modified from this model are mentoring and peer coaching. Researches prove that this model will be effective when the activities focus more on crucial teaching problem rather than on evaluation of performance, with which the model is always associated.

Skill-Training Model

This model is proved by the study done by Showers, Joyce and Bennet (1987) to be effective when trainer uses combined training methods of presentation of theory, demonstration, practice and feedback, which are the features of the model. The four components are “necessary to develop the levels of cognitive and interactive skills that permit practice in the classroom” (p.86). Therefore, the model is best suited for the development of instructional skills so that teachers are able to develop and implement curriculum in such a way that students’ academic achievement are improved.

Action-Research Model

Action research can be an effective staff development model when employees are exposed to many ideas for improving their practice and they pose a question about their work for which they cannot find a suitable answer from any sources. With action research an individual or a team of employees can test ideas in their immediate work setting and learn more about their current practice and improve it. Therefore, the key term in this model is

empowerment, the matter of professional autonomy achievement through professional development (Cohen, Manion and Morrison: 2000). The methods used in action research are similar to those of scientific research, for example the eight stages described by Cohen, *et al* (2000: 235-236) such as identification, evaluation and formulation of the critical problem, definition of research question, review of literature, modification of problem statement, selection of research procedures i.e. sampling, administration and so on, selection of research evaluation, implementation of the research including data collection, classification and analysis and the interpretation of data including report writing.

Edwards (1991) used this approach in developing the model for his Aoraki Management Project, which was aimed at developing the management and leadership abilities of senior secondary school staff members. The action research, which was combined with the training model described previously, was proved to be effective in triggering changes in administrator behaviour and in improving their ability to manage their school towards school effectiveness.

Organisation-Development Model

This model focuses more on the improvement of organisations rather than on individual staff members. In this model organisational developer work with groups of employees to find out organisational problems that hinder the employees to perform well. In using this model, staff developers need to play different roles in different situations, i.e. as consultant, facilitator, mediator, trainer and process observer and they have to work in such a way that the organisation is capable to do its self-renewal. The phases involved in this model are diagnosis of organisations' strengths and weaknesses, development of an action plan, implementation of the plan and evaluation of the success of the plan's implementation.

Change-Process Model

The change-process model is used to develop employees' ability to engage in systemic innovations, which are required for organisational improvement. The use of organisation-development model can be a starting point of the change-process model followed by other interventions. This model comprises three consecutive steps such as initiation, implementation and institutionalisation. Firstly, staff developers help employees' make a decision to adopt an innovation and then put the innovation into action and lastly institutionalise the innovation. This model will be effective if staff development is continuously done to help employees solve unanticipated problems during the implementation and institutionalisation stages so that the innovations are used constantly. Effective change-process model will produce highly skilled employees on the innovations, who can teach and train newcomers to the area.

In the present study of the DIKLAT ADUM programme, the above six models will be applied as criteria in evaluating and analysing the programme (see figure 2-1 for diagrammatic representation showing how it will be applied in this study). In summary, in order for organisations to be successful in the era of change, staff development must promote continuous and long-life learning for all employees including the managers and leaders. Therefore, education, training and development programmes are to be designed in such a way as to achieve this objective. In the following part, literature on management and leadership development programmes is reviewed.

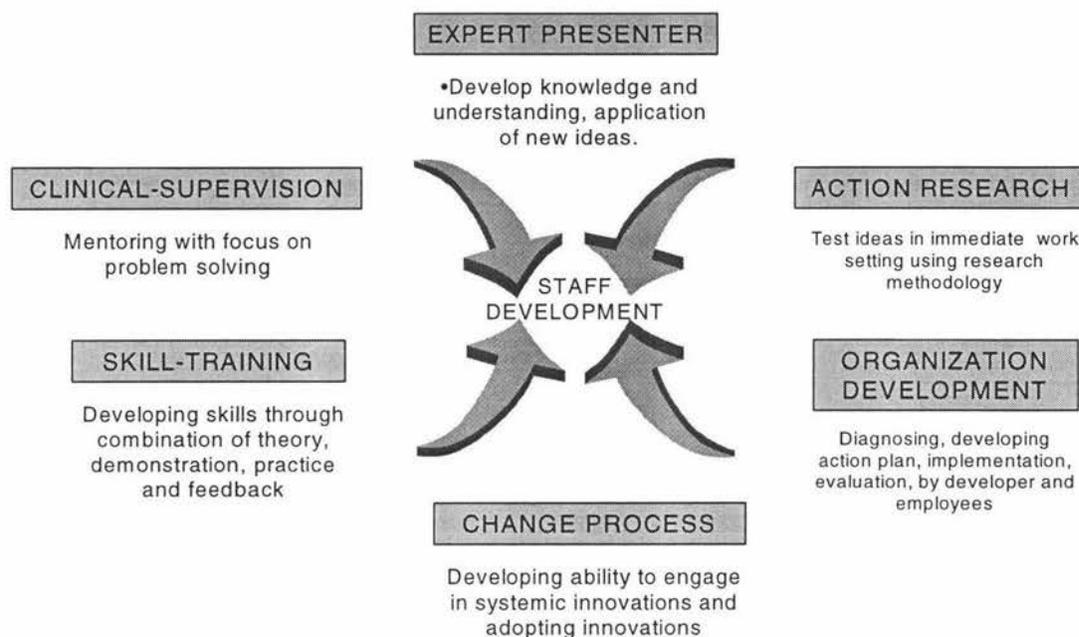


Figure 2.1. Diagrammatic Representation of Staff Development Models (criteria developed from models of Gall and Vojtek, 1994)

Management/Leadership Education, Training and Development

The rapid changes in technology, political and social factors have required the development of effective leadership and managerial skills. As a result management and leadership development programmes have become an increasing priority for business and government organisations and clearly, in Indonesia, a country characteristic of a society undergoing major societal changes, had instituted the DIKLAT ADUM programme to address this issue.

Models and approaches of staff development discussed in the previous part give useful foundations for developing management and leadership programme designs. Whichever models or approaches used, however, they should contain the essence of staff development objectives, which is personal and professional change. Nevertheless, although a model used provides an excellent tool to guide the overall design of a management and leadership development process, it is the content, learning methods and presenters that result in a worthwhile individual learning experience. A good model alone will

not ensure that individual participants have an exceptional learning experience (Cacioppe, 1998).

Cacioppe suggests that some important elements be embedded in leadership development programmes so that the individual learning experience will be valuable. The elements are improvement of self-knowledge and self-worth, mindset reshaping, action learning, improvement of skills and relationships, observation on models of leadership, global focus and networking. These seven elements are achieved through three major types of activities (see figure 2-2 for diagrammatic representation below).

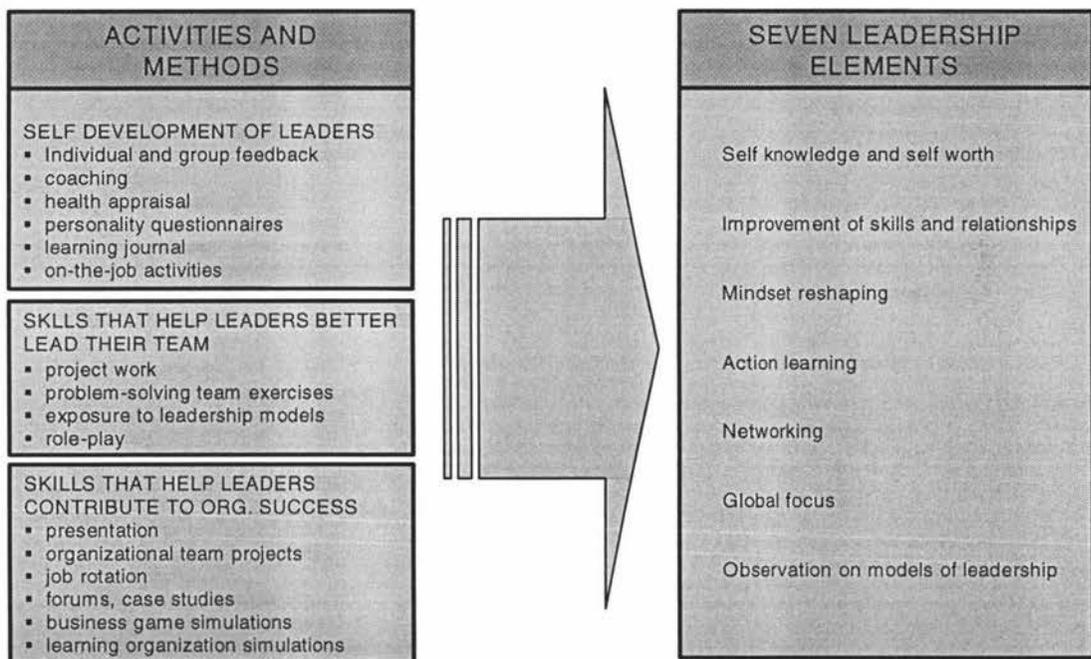


Figure 2.2. Diagrammatic Representation of Leadership Development programme (source: Cacioppe, 1998)

- 1) Self-development of leaders. Effective methods used to deliver this element are 360 degree feedback process, in which a summary report of individual leader consisting comparison of self-ratings with the others is produced, coaching, group feedback, health appraisals, personality questionnaires, learning journal and on-the-job activities.

- 2) Skills that help them better lead their team. The methods used to build leadership, team and interpersonal skills are project work, problem-solving team exercises, exposure to leadership models and role-plays.
- 3) Skills that help them contribute to their organisations' business success. The methods are presentation, real organisational team projects, job rotation, leaders developing leaders through forums and case studies, business game simulations and learning organisation simulations.

The inclusion of the above elements in a leadership development programme is proven to be successful in helping the scientists in Parke-Davis Pharmaceutical Research Division step up to the challenging responsibility of leading others. In the case study at Parke-Davis, Jones, Simonetti and Vielhaber-Hermon (2000: 44-45) built a model around four powerful ideas: imagination, leadership, application and community. They define the ideas as follow:

- (1) **Imagination** – the ability to generate new value-creating ideas that form the foundation for sustained individual, group and organisation success.
- (2) **Leadership** – the creation of relationships and a working environment that engage and mobilize colleagues to act on new ideas, challenge conventional thinking and create value for the organisation.
- (3) **Application** – the capability to put new leadership concepts and ideas to work in ways that build long-term for the organisation and to share with others what has been learned from experience.
- (4) **Community** – the commitment to create an environment where all members understand their personal responsibilities to each other and their shared responsibilities as members of the larger organisation.

Jones, *et al* (2000) also emphasise the importance of follow up sessions, in which participants get together again six or eight months after they attended the programme to exchange experiences in applying leadership skills learned and to enforce their awareness of the need to teach and train others.

It is obvious that the success of leadership development programmes is based on the model and approaches used coupled with the use of methods

that take into account the nature of adult learning. Other influencing factors that are not insignificant are increasing management support in terms of fund allocation, opportunity for the participants to apply their new knowledge and management involvement in teaching and developing the participants in the workplace, as well as staff motivation.

The factors of management support, to a certain extent, are practised differently between public and private organisations and between developed and developing countries. In government organisations of developing countries, in which economic and political challenges are stronger than those of developed countries, motivation and work culture are among those aspects that hinder the process of change (Analoui: 1999, Fogg: 1999), which is the essence of staff development programmes.

In his empirical research on motivation of senior manager in the Romanian public sector, Analoui (1999) came up with a list of main motivating factors towards increased effectiveness. He found out that the first place in the list is occupied by the psychological factors such as recognition and appreciation and by the financial incentives like money and salary. Meanwhile, improving task performance and increased knowledge/managerial styles are on the second and third places.

Quite similarly, Piggot-Irvine's (2000) New Zealand research on motivation provides strong evidence that there are many extrinsic influences and important intrinsic factors that motivate staff to perform well. The research findings show that the top two factors that motivate very autonomous staff members like New Zealand teachers are recognition and achievement. Piggot-Irvine suggests that managers have a large part to play in both modelling and creating an environment that fosters motivation in staff. When managers have no control over certain motivating factors, they could certainly just provide encouragement and support by knowing the staff individually.

Regarding work culture, Fogg (1999) states that it is the rules that are hard to define but spell an organisation's success or failure. Although hard to define, Handy (1993) describes some principal factors that influence the choice and the structure of a culture. The factors, each of which has different level of influence, are history and ownership, size, technology, goals and objectives, the environment and the people involved in an organisation.

Furthermore, Fogg (1999) illustrates two contrasting work cultures, role and task culture and one newly developed concept of culture, service-based culture. Role-based organisational culture regards the role of an individual person as the most important. Accordingly, each role in the structure is clearly and rigidly defined and divided. The higher role a person has the more they are respected and the more authority they have. The rigid structure of roles provides an organisation a firm foundation, in which innovation and flexibility are not welcome. This fact coupled with another fact that the employees' educational background and skills are already suited to their respective function result in a belief that education and training is not necessary. Jobs are secured and guaranteed if performance satisfies the basic requirements.

The task-based organisational culture stresses the fundamental idea that equality and democracy are of the paramount importance. No employees have greater responsibility than others. Mutual respect and benefit are the important basis for working together on the tasks and towards the organisational goals. Ability, flexibility, adaptability and self-control of the workforce for and to the tasks are the determining factors of success. Therefore, education and training as well as being responsive to needs are significant. The culture encourages creativity and innovation. It also puts a great emphasis on consultation and communication rather on authority and control from the higher ranks.

The recently developed concept is the service-based organisational culture. It emphasises the importance of efficiency and effectiveness of the service industry, where a large number of employees are in direct contact with

customers and, consequently, their role is important in the organisational success. Facilitating and encouraging the process of feed-back, which is essential for adapting innovations according to the market needs, become the role of the managers. The service-based culture creates an open and dynamic environment that enables organisations to adapt to change.

Fogg (1999) argues that public sector in developing countries are traditionally seen as fitting into the role-based culture. Nowadays, as transparency and accountability is more demanded by the public, change in performance of public sector organisations is necessary. However, change is extremely difficult to bring about due to the strong culture in which respect and power with little questioning of authority embedded in the environment of public sector institutions. Therefore, in this case, change of culture is viewed as a strategic means towards organisational effectiveness. In practice, Williams, Dobson and Walters (1989) describe six main techniques to bring about change. They are:

- Changing the people i.e. through recruitment, selection and redundancy.
- Changing places i.e. by reshuffling and promoting people into key positions.
- Changing beliefs and attitudes i.e. with workshops, meetings, counselling and role models.
- Changing behaviour i.e. through training.
- Changing structures, systems and technology. For example, network, reward schemes, budgeting systems, appraisal and monitoring systems.
- Changing corporate image. For instance by changing name, logo and employee identification.

The above factors (staff development approaches, methods, management support, motivation and work culture) have varying degrees of influence towards the success of education and training programmes. Including those factors in the research frame of thinking the present study is intended to examine the programme participants' perception of the training programme and evaluate the extent to which the programme is effective. An effective

programme evaluation depends partly on what model is used. Therefore, the next section discusses the concept and alternative models of programme evaluation as well as the model considered the most practical of all for evaluating the DIKLAT ADUM programme.

C. EVALUATION OF TRAINING PROGRAMME'S EFFECTIVENESS

The main focus of the present study is to assess the effectiveness of leadership education and training programme designed for civil servants selected as holders of the lowest level leadership positions in government organisations in West Java, Indonesia. Evaluation of training programmes, as one of the aspects in staff development programme design, is critical as it is in this stage staff developer can see whether the programmes are worth efforts or need improvement. Therefore, in order to achieve the objective of evaluation, programme evaluator must use any evaluation model that is considered suitable and practical.

There are a number of evaluation models available. However, there is a little agreement on the best way to conduct an evaluation study. A recent review stated that:

Judging the merit of these [evaluation] approaches is complex. Rather than encouraging evaluators to choose just one approach, we hope to encourage them to get to know each approach on its own terms, to explore how well each is grounded in the knowledge bases we outlined, to seek ways to resolve apparent differences among the approaches and to make their practical choices after considered judgements about the relative strengths and weaknesses of each approach, instead of relying exclusively on a single one. From such efforts, better-conceptualised evaluation theories might emerge. (Shadish, Cook and Leviton, 1991: 476)

Similarly, Stake (1980: 4) stated that:

...there are many different ways to evaluation educational programmes. No one way is the right way. Some highly

recommended evaluation procedures do not yield a full description nor a view of the merit and shortcoming of the programme being evaluated. Some procedures ignore the pervasive questions that should be raised whenever educational programmes are evaluated... Some are insensitive to the uniqueness of the local conditions. Some are insensitive to the quality of the learning climate provided. Each way of evaluating leaves some things de-emphasised.

In the light of the above statements, a review of literature on evaluation is given in the following part. It starts with the concept and definitions of evaluation, which is followed by a description of several criteria of effective training programmes. Then short descriptions of some major evaluation models are presented. Finally, a suitable and practical model that matches my study objectives and research problems is examined.

The Concept and Definitions of Evaluation

Evaluation has become a buzzword in any fields of human activities. People evaluate hundreds of things each day, ranging from evaluating cereals for breakfast to evaluating the government performance. Essentially, to evaluate means to appraise something or to measure certain characteristics of something against certain criteria or standards. In this study, the focus of concepts and definitions of evaluation will be centred on evaluating the educational phenomena especially educational programme.

Popham (1988: 7) defines educational evaluation as a systematic effort consisting of a formal appraisal of the quality of educational phenomena. A systematic term relates to the notion of formal rather than informal evaluation and the heart of this definition is on appraising the quality or determining the worth of educational programmes. Thus educational programme evaluation is aimed at providing feedback from programme activities and outcomes to those who can make changes in the regulations or policies of the programme in order to improve the quality of the next programmes. From this definition, it

is obvious that the place of feedback in programme evaluation is crucial since it deals with the judgement regarding several aspects of the programmes' delivery (Posavac and Carey, 1997: 14).

Feedback can be given for several purposes. Firstly, feedback is provided to strengthen the plans and programmes' delivery in order to improve the outcomes or to increase the efficiency of programmes. This type of evaluation is called *formative* (Scriven, 1967), because it is designed to produce feedback that will assist form of programmes. Secondly, feedback can be produced to help administrators of policy-makers to decide whether a programme should be started or continued or chosen from several alternatives. This kind of evaluation is called *summative* (Scriven, 1967). The finality of the summative evaluation is that once the quality has been assessed, the programme might be discontinued (Posavac and Carey, 1997).

Several researchers differentiate between research and evaluation as a form of inquiry. (Isaac and Michael, 1981; Popham, 1988). Research is originated in science and oriented toward the development of the theories. Its familiar paradigm is the experimental method in which hypothesis are logically tested. Evaluation, on the other hand, is concerned with product delivery or mission accomplishment. It is directed to provide feedback that is leading to a successful outcome defined in practical terms. Research is focused on finding out the conclusions with high generalisability and emphasised on revealing the truth. On the other hand, evaluation is concerned with decisions and emphasised on finding the worth or its useful aspects or feedback. Popham (1988: 13) summarises these differences by stating that scientific researchers content to describe the world, but evaluators would like to make this world better.

As a part of inquiry, programme evaluation is a complex process involving many components and considerations. At its heart, it consists of three stages: 1) stating clear and specific objectives, 2) planning various strategies and activities which will be implemented to attain objectives and 3) developing the

way to measure the attainment of each objective (Isaac and Michael, 1981: 4). In the following section, the researcher will outline some of the models that are commonly used in the programme evaluation and view briefly a new approach of evaluation.

Alternative Models for Evaluating Programme's Effectiveness

Several evaluators have made different classifications of the programme evaluation model. In this study, the researcher outlines five models of programme evaluation proposed by Popham (1988: 24) since his classification can be considered to give a holistic picture of the development of programme evaluation models. Besides the common five models, however, it is considered necessary to overview briefly a relatively new approach of evaluation advocated by Gray and Associates (1998) in order for the researcher to make distinctions among them. Each model of the six is described below (goal-attainment model, judgmental model emphasising input, judgmental model emphasising output, decision-facilitation model, naturalistic models and co-evaluation model):

Goal-Attainment Model

This model conceives evaluation as the determination of the degree to which programmes' objectives have been achieved. This model was created and developed by Ralph W. Tyler as the result of his eight-year study in 1950s (Popham, 1988; Owen and Rogers, 1999). This model is basically consisted of several processes: 1) the careful formulation of educational programme's goal; 2) these goals then are transformed into measurable (behavioural) objectives; 3) evaluation is conducted to see whether the measurable objectives are reflected in the participants' knowledge or behaviour. This approach considers programmes as successful when all the objectives are achieved and regarded them as failed when these objectives cannot be accomplished.

Another researcher who developed this goal-attainment model is Hammond (Popham, 1988). He conceives evaluation in terms of whether educational programme is really effective in achieving its expressed objectives. Hammond's model comprises several processes: 1) isolating the aspect of the programme to be evaluated, 2) defining relevant instructional objectives, 3) specifying objectives in behavioural terms, 4) assessing behaviour described in the objectives and 5) analysing goal-attainment results. Hammond's model is slightly different from Tyler's in terms its holistic approach in measuring the attainment of the goal. However, this model is considered insufficient in confirming the basic goal of evaluation. The next model is based on the expected role of evaluation and evaluators.

Judgmental Model Emphasising Input

This model emphasises the provision of professional judgement given by the evaluators. Evaluation is regarded as a way to give judgement for certain programmes. It seems that it is the judgement of these evaluators who determine whether the programme is favourable or not. This judgmental model can be divided into input-emphasis and the output-emphasis. (Popham, 1988: 26).

Judgmental model on inputs is the process of evaluation that put more attention on the process rather than outcomes, on the implementation rather than on the effects. One of the types of 'judgmental on inputs' is *accreditation model*. Accreditation approach is conducted with an emphasis on evaluating the inputs in which the institution has to produce certain type of "products". School accreditation, for instance, is carried out by inspection on the inputs such as the number of books in the library, the facilities, the equipment and the number of the teachers. It is not the "product" of the school that is evaluated, rather the current inputs to facilitate students' learning (as the products).

Judgmental models emphasising outputs

Scriven's and Stake's model can be classified into judgmental model that emphasis on outputs since both of the model indicate the importance of judging outputs (effect) in assessing the success of the programme. Scriven's 1967 model (Isaac and Michael, 1981; Popham, 1988) has several characteristics:

- Formative-summative distinction in which evaluation is directed towards improving the current programme (formative) or assessing the programme that has been completed.
- Attention is given to the quality of the goals. Scriven asserts that the goal should be worth and interesting enough to be achieved. He recommends the evaluators to formulate high quality goals so that the process of assessing them is challenging.
- Payoff evaluation meaning that evaluation approach should pay attention to the products of the programmes rather than on the internal process of evaluation.

Stake (1980) designed an evaluation model based on two processes; **description** and **judgement**. Stake highlights the description process according to whether the programme refers to what is intended or what is actually observed. He then pointed out that judgmental acts refer to the standards used in reaching those judgements. Within these two aspects, he proposed three phases: *antecedent* as the condition existing prior to the programme; *transaction* that constitutes the process of programme or instruction and *outcome* which is considered as the effects of an instructional programmes.

Decision-Facilitation Model

In this model, the role of evaluation is to facilitate decision-makers to make decisions based on the recommendation from the evaluation process. One of

the popular model of this type is created by Stufflebeam (Isaac and Michael, 1981; Popham, 1988) known as CIPP model. CIPP is an acronym that represents the four types of evaluation namely: *context, input, process* and *product*. This model argues that evaluation is the process of *delineating, obtaining* and *providing* useful information for judging decision alternatives since evaluation is performed in the service of decision-making. (Stufflebeam as cited in Isaac and Michael, 1981; Popham, 1988). Therefore, the process of CIPP model consists of: 1) delineating refers to informative requirements needed by decision-makers through several operations such as specifying and defining objectives; 2) obtaining refers to the collection, organisation and an analysis of the information using technical procedures such as measurement and statistics; 3) providing refers to the synthesising information so that it will be useful for the sake of decision-making process.

Naturalistic Models

Also known as a qualitative model, naturalistic approach was developed by Guba and Lincoln (1981) as the model that represents departure from the previous models. Guba and Lincoln have provided a useful way of contrasting "naturalistic" and "scientific" inquiry depends on the degree to which constraints are imposed on the antecedent variables and the possible outputs.

Antecedent variables refer to those factors that influence on evaluation process. These factors in scientific inquiry are often manipulated to get the expected outcome. In naturalistic evaluation the emphasis is on eradicating the imposed constraints on the evaluation process. The fewer the constraints the more naturalistic the evaluation will be.

Co-evaluation – A New Approach of Evaluation

Relatively different from the models described above, Gray and Associates (1998) advocate a new approach of evaluation of which process is carried out

throughout all organisational activities. Gray describes that in the on-going evaluation process called co-evaluation, people, individually and work group, are expected to probe daily jobs' effectiveness and to examine why something succeeded and why something failed without fear of consequences of failure. Co-evaluation, also called "evaluation with power", puts a great emphasis on empowering people in evaluating their own performance. Therefore, people's learning, growing and changing is encouraged and the role of managers are: a) to ensure that the programme's activities reflect the vision and effectively carry out the mission and b) to create an environment in which the working relationship of the people are grounded in mutual trust and responsibility as well as in two-way communications. Gray (1998: 4) explains well in her statement:

Coevaluation is the means by which an organisation continuously learns how to be more effective. It provides a means of organisational learning, a way for the organisation to assess its progress and change in ways that lead to greater achievement of its mission in the context of its vision.

Basically, co-evaluation process includes three simple stages that are applicable and appropriate for every member in any position. The cycling assessment process starts with asking good questions, which means focused on organisational effectiveness. Good questions usually arise from reflective thinking on job related issues. The second stage is collecting the right information for answering the good questions, before which the source of information (who), the timeline (when) and the methods (how) of the data collection should be decided. In this stage an individual or a work group needs high collaboration of everyone concerned. The last stage is sharing the information and making decisions, which consist of some steps of: a) summarising the data, b) sharing the information, c) making decisions and develop action plans, d) communicate the plans and e) respond to the reactions of others. These three main stages continuously take place one after another and the more practice on them the more effective the organisation will be.

A Practical Framework for Evaluating Management and Leadership Education and Training Programme

The more appropriate model for the evaluation research of ADUM programme seems to be the one developed by Robert E. Stake (1980). The design that is known as Countenance or Responsive Evaluation Model provides logical and systematic process of evaluation. It involves completing two data matrices, *description* and *judgement* matrix. Description matrix consists of *intents* and *observation*, while judgement matrix comprises *standards* and *judgements*. The completion of both the matrices is based on three kinds of data suggested by Stake (1980) to be collected: antecedent, transaction and outcome data (see figure 2.3.).

Antecedent data includes information about prior conditions to the programme that affects the outcomes. For example, in my evaluation study, the prior conditions will be a) the participants' understanding of the programme's goals and objectives, b) the working conditions of the participants and c) the expectations of the participants from the programme. Transaction data includes information that is concerned with the process of teaching and learning or the encounters that take place within the programme. Meanwhile, outcome data is the information concerned with the result or the impact of the programme. Stake (1980) emphasises that in educational programme evaluation the outcome is students' and teachers' behavioural change. His data-gathering matrix is as follows:

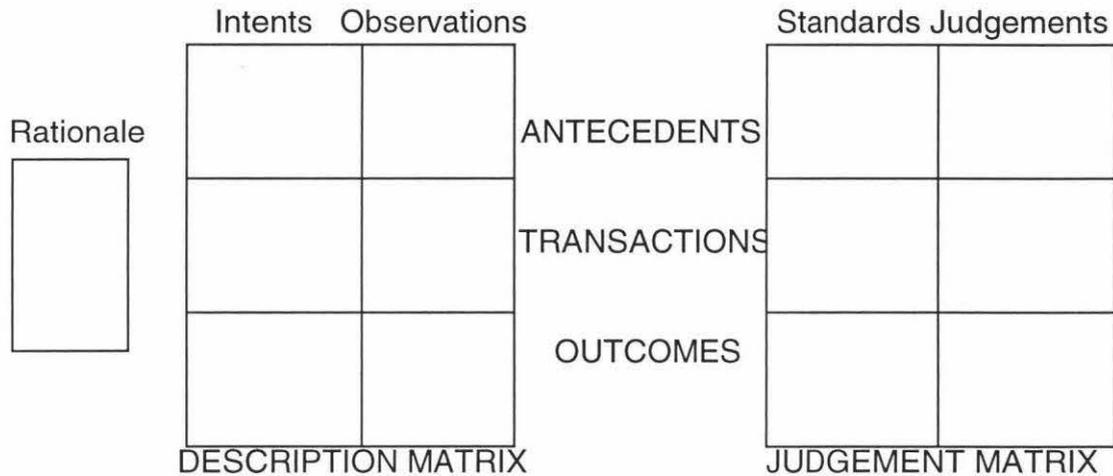


Figure 2.3. Robert Stake's Model of Programme Evaluation: A Layout of Statements and Data To Be Collected By the Evaluator of An Educational Programme (Source: Stake, 1980)

Prior to collecting data for completing the matrices, Stake (1980) suggests the importance of stating the rationale of evaluation, in which evaluators state issues about the programme being evaluated. Stake argues that issues better reflect a sense of complexity, immediacy and valuing. The issues can be gathered in "conversations" with persons in and around the programme; for example taxpayers, programme sponsors, programme staff, students, parents, teachers, administrators and others.

In brief, Stake's model comprises twelve cells of data to be collected, organised and presented by evaluators. The model provides a logical sequence for obtaining and categorising information, enables evaluators to draw the links between different parts or activities of a programme and is flexible to being modified as well as open to wide variety of types of data. (Edwards, 2000).

Stake's model gives a logical guidance to collect, organise and present data. After considering the model, the present researcher likes the approach but she found too complex for her study. It did, however, help her to think about the kind of components and complexity necessary for an evaluation model.

A simpler and user-friendlier design that is derived from the Stake's model by Edwards (2000) attracted the researcher because of its flexibility and relevance to the present study. There are some positive points demonstrated by the Edwards' evaluation model that attract the researcher, for examples:

- It highlights a series of evaluation tasks, which arise from each other;
- Therefore, a linear model which makes sense to somebody studying and researching across cultures;
- It emphasises answering simple sensible questions;
- It allows for collection a large range of data that requires a researcher to use a small range of research question and to analyse the data methodically;
- The model allows the researcher to describe a particular context of the evaluation; and
- The model concludes with recommendations and plans for future actions.

The procedures in the Edwards' model basically the same as those in the Stake's model, except the additional steps of recommendation and planning of action. The Edwards' model (see figure 2-4) comprises:

- *Identification of task, Evaluation design and Context of Programme (Rationale).*
- *Focus* means what questions and issues evaluators want to focus on in their study;
- *Investigation:* evaluators determine what information needed and how they get it. The data collection method of quantitative, qualitative, or the combination of both can be used;
- *Analysis:* evaluators decide how they process or sort the information and analyse the meaning of it in the respect of their focus;
- *Reporting:* evaluators present the data and information they have sorted and analysed. They have to explain what is learned from the study;
- *Conclusions, recommendations and planning of action.* These steps are self-explanatory. They suggest what people involved in the programme can do about the results of the study, both in short and long term.

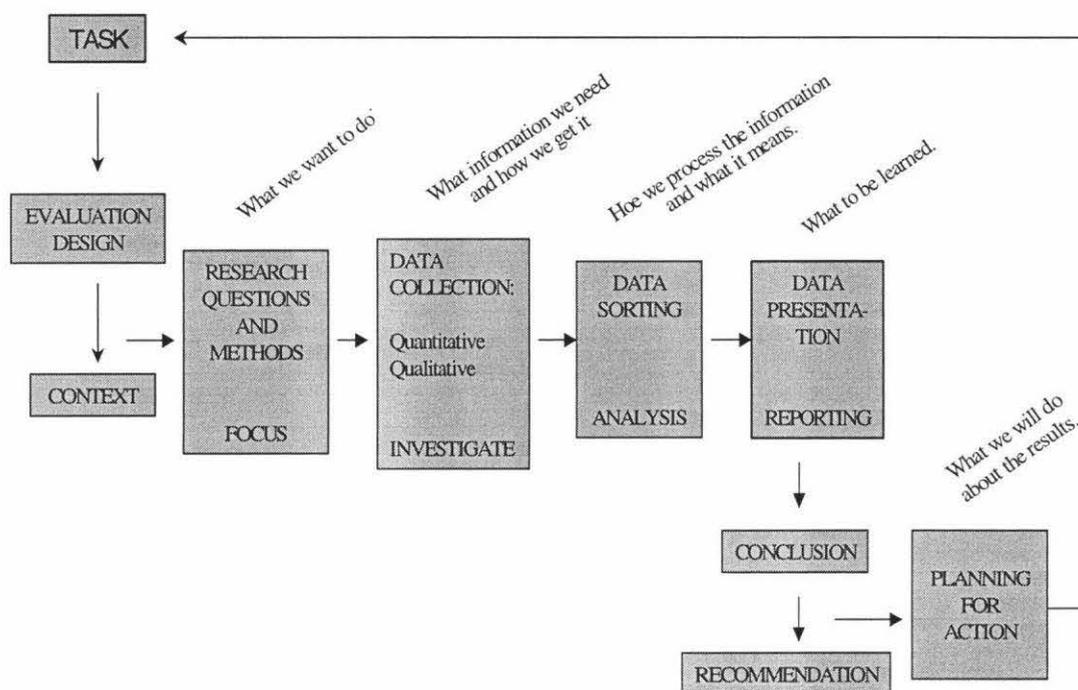


Figure 2.4. A User-Friendly Evaluation Model (source: Edwards, 2000)

D. SUMMARY

This chapter discusses the theoretical framework underlining this study. It has been explained that there are two main concepts that are of importance for this research, i.e. staff development and programme evaluation. The concept of staff development is related with this study since the management and leadership training, which is the focus of this study, is regarded as a form of staff development in the Indonesian civil service system. While programme evaluation is the core concept of the study as it examines the DIKLAT ADUM programme in respect with the participants' perception.

Research literature in this chapter has provided relevant variables in the DIKLAT ADUM programme, which the researcher has investigated: knowledge and skills improvement, professional growth, motivation,

competency and adaptability to change. For the purpose of the present research the definition of staff development proposed by Nadler (1986) is considered more suitable as it fits well partly with the nature of the staff development process practised in Indonesian government institutions. Staff development is defined as a systematic and organised learning experience, conducted in a definite time period, to increase the possibility of improving job performance and growth. This definition is reflected in the way education and training programmes for civil service are implemented.

The effectiveness of staff development programmes to a certain degree is influenced by some important internal and external factors of the respective programmes. The internal features are the model and approaches adapted, the content-delivery methods and the organisation. The external influencing aspects among others are the extent of management support, level of motivation and work culture.

Programme evaluation of this study concerns with the model and approach that is employed to evaluate the process of staff development. It is argued that the Edwards' programme evaluation model is suitable enough for evaluating the basic training programme for Indonesian civil service in this study.

From the previous discussion, it can be summed up that some aspects to be looked at in evaluating the effectiveness of leadership training programme in this research are the training objectives, the programme content and delivery and the outcome of the programme. These factors were studied with respect to participants' perceptions and had been developed during the research processes. However, it is well known that the validity and reliability of a study is dependent on the choice of research methods and design. Accordingly, the next chapter discusses the method and research design employed in the present study.

CHAPTER III

METHODOLOGY AND RESEARCH DESIGN

The main objective of this research is to examine the effectiveness of the performance of the DIKLAT ADUM programme based on the participants' perception. In order to gain a deep understanding of the concept of programme's effectiveness, chapter two elucidated the previous studies concerning the literature on the evaluation of programme's effectiveness.

In this chapter, the researcher presents the method and research design employed to examine the performance of the DIKLAT ADUM programme. This chapter is divided into two main parts. First, the theoretical aspect of methodology such as research paradigm, design and methods are explained and second, the practical procedures of undertaking the research processes are described.

A. THEORETICAL ASPECTS

Qualitative - Quantitative Dispute and Resolution

There have been strong debates among researchers in evaluation whether it is within the paradigms of quantitative or qualitative research that programme evaluation should be conducted. Reichardt and Rallis (1994) illustrate the conflicts among them. The two eminent research traditions, quantitative and qualitative, continuous to be criticised for their flaws and limitations. The qualitative researchers, using Richard Wittingham's 1986 (cited in Reichardt and Rallis, 1994) study on America's best skiing places as an example, often criticises the quantitative evaluation for being irrelevant in measuring and judging quality or in determining what is actually being learned in educational

programme. The quantitative approach is considered having the basic limitation of putting its emphasis on numbers that cannot represent the reality of social life. Similarly, using Margaret Mead's 1928 (cited in Reichardt and Rallis, 1994) qualitative study on Samoan youth as an example, the quantitative critique of qualitative research is that it is unreliable due to conscious lying or unconscious bias and self-interest of respondents. The qualitative research is also denounced for its tendency to play advocate in evaluation, which means that evaluation is conducted merely to strengthen the positions espoused by the respondents with whom one feels most sympathy.

Reichardt and Rallis (1994: 1) call the dispute a "long standing antagonism" between the researchers and it is not beneficial for anyone and, instead, may discourage programme evaluators to do their best. This argument upon methodology for evaluation results in the growth of a new perspective, which amalgamates qualitative and quantitative methods. House (1994) argues that even though the methods used in the qualitative and quantitative research are disparate, "the findings from them blend into one another in the content. When examined closely, quantitative data turn out to be composites of qualitative interpretations, though these may be hidden by extensive data processing" (p. 17). Meanwhile, Rossi (1994) explains that both qualitative and quantitative approaches are valuable in their own right and each has its proper place in the evaluation scheme of things. Despite problems encountered by evaluators, which imbues them with varying degrees of methodological prejudice, Patton (1982) suggests that evaluation researchers to be situationally responsive, methodologically flexible and sophisticated in using a variety of methods to study any particular evaluation questions.

In the matter of finding truth, qualitative and quantitative approaches indeed differ. Qualitative researchers usually inquire into the meaning of social reality from the participants' perspective, while quantitative researchers usually investigate causal relationships between perceived social realities. Reichardt and Rallis (1994) argue that finding and understanding truth and reality about

human nature, which is certainly complex and has multiple facets, requires more than one perspective and methodology. They further suggest that, by combining the quantitative and qualitative methodologies, researchers can obtain 'a binocular vision' which enable researchers to get a deeper understanding of human nature and, therefore, enhance the practice and utilisation of research and evaluation.

Inexperienced evaluators might be confused by the qualitative-quantitative debates and indecisive about which paradigm to use. In order to help them to decide some advocates of the new perspectives in evaluation provide some resolutions and views regarding the methodologies in evaluation. House (1994), for example, states that methodology depends primarily on the subject matter of what is investigated and, in evaluation the subject matter is the determination of the merit or worth of something. He further argues that whatever research methods used, either those characterised as qualitative or quantitative studies, the findings will be judged by their content, whether or not it represents particular social reality. Therefore, in evaluation, unlike in the social sciences in which findings from different methods can be integrated at the level of theory, the findings of quantitative and qualitative methods can be integrated at the level of content. Meanwhile Rossi (1994) terms qualitative research in evaluation as *connoisseurial* and quantitative research as *net-outcome* evaluation. He affirms that both major parts of the evaluation field are valuable in their own circumstances and when they are used complementarily in appropriate circumstances they will make a good evaluation as implied in his statement: "A mechanically performed net-outcome evaluation un-illuminated by rich knowledge about the programme being evaluated, about programme clients and about the ecological surrounds of the programme is a bad evaluation" (p. 34).

Nevertheless, researchers using combined approaches of qualitative and quantitative must be aware of the fact that integrating quantitative and qualitative methods is a difficult task and of some problems they might encounter. Patton (1982) states that when qualitative and quantitative

approaches are used together, the data are very often difficult to integrate and when doubts are raised or conflicts are emerged it is the qualitative data that most often be dismissed or ignored. His and some anthropologists' works suggested that qualitative data is rejected if they do not support quantitative findings. Therefore, Patton insists that in order to produce useful, feasible, ethical and accurate studies, evaluators who uses the combined methodology must be creative in matching methods to particular situations and specific decision makers, thereby more flexibly applying the large and rich repertoire of possible methods.

In choosing a method, the researcher must be aware that, to a certain extent, it is not bias-free. Hedrick (1994) argues that, whichever methodology a researcher uses, she/he has to recognise the risk of bias creeping into study designs and put great attention to construct validity, internal validity and external generalisability. Based on his experiences in conducting evaluation, using integrated approaches, Hendrick illustrates how the approaches are integrated in his evaluation study:

- Developing a thorough understanding of the issues of concern by gathering qualitative data about the programme, such as its history, culture, operations and context.
- Understanding multiple perspectives when developing measures. Focus groups are mostly used prior to questionnaire or interview development as they are useful to identify the most relevant issues for designing better measures that capture the full range of perspectives on a programme.
- Understanding the factors that affect programme implementation. Any factor that influence the failure or the success of the programme is identified mostly by using open ended and relatively unstructured interviews.
- Interpretation of data and reporting. The study results are presented in a straightforward quantitative analytical language followed by speculated reasons for the results and hypotheses for why. In other words,

quantitative and qualitative methodologies are also integrated in this activity.

After examining three studies conducted by both quantitative and qualitative researchers, Yin (1994a) finds out that there are four commonalities between them, which define common ground for an evaluation study. The shared values among other things are thorough coverage and investigation of all evidence, constant awareness and testing of rival hypotheses, results with significant implications and investigatory expertise about the subject. He then summarised that whether the evaluations are qualitative or quantitative, good evaluations have to be labelled by the four characteristics. Consequently, good evaluators have to insist on providing complete and thorough evidence, welcoming the development of rival ideas, demanding that the findings have significant implications and ensuring that they bring a breadth of knowledge to the topic being evaluated.

In short, despite difficulties and problems they might encounter, for the sake of the utility, feasibility, propriety and accuracy of the evaluation results, which are the four features of good evaluation (Shadish, et al: 1995), researchers are advised to use the combination of qualitative-quantitative paradigms in designing an evaluation study. Consequently, they should be able to apply multiple methods featuring both paradigms, of which choice depends on the nature of their study (Patton, 1982).

Accordingly, the researcher decided to apply both qualitative and quantitative approaches as the method for this research. The reason is that the two approaches are able to facilitate the fulfilment of the need of evidence in order to be able to judge the effectiveness of leadership training programme in relation to the programme past participants' perception. In nature, this research seeks to document the outcome of the programme and to understand the issues involved in the programme implementation from the survey data. It was also intended to understand in-depth the factors influencing the effectiveness of the programme, which data was gathered

through the use of research method of interview. The qualitative and quantitative approaches in this research are designed in the form of case study research. The following section is focused on discussing what constitute case study.

Case Study

Many researchers place case studies within the context of qualitative research (Merriam, 1998; Stake, 1994; Denzin and Lincoln, 1994; Guba and Lincoln, 1981). However, Yin (1994a, b) argues that quantitative research and qualitative research are distinguished only on the basis of different philosophical beliefs and between the two there is a strong and essential common ground. He further reasons that, regardless of whether quantitative or qualitative research is favoured, formulating case studies requires capability in detailing evidence, articulating research questions and theoretical propositions as well as ability in analysing data.

Many writers gave different definitions of case study. Some define the case study as a methodology in terms of the process of investigation, some as the unit of analysis and others focus their definition on the end product. Yin (1994b), viewing case study as a comprehensive research strategy, defines it as "an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident." Meanwhile, Nisbet and Watt (1984) define it as a specific instance that is frequently designed to illustrate a more general principle. Case study is also defined through focusing on the case, delimiting the object of study. Stake (1994, 1995) calls the case an integrated system, Smith (1978) uses the term-bounded system and Adelman, Kemmis and Jenkin (1980) call the case an instance in action. Merriam (1998) recently sees it as "a thing, a single entity, a unit around which there are boundaries." Gillham (2000a) define the case as "a unit of human activity embedded in the real world which can only be studied or understood in context, which exists in

the here and now, that merges in with its context so that precise boundaries are difficult to draw." The other focus of definition is the end product like the one given by Wolcott (1992) who describes case study as "an end-product of field-oriented research." Originally, Merriam (1998) defined case study as "an intensive, holistic description and analysis of a single instance, phenomenon, or social unit.

A case study is an appropriate strategy for answering research questions, which ask how or why about a contemporary set of events and the researcher has little or no control over the behavioural events (Yin, 1994c). In other words, a case study is one that investigates a case, which can be an individual, a group, an institution, a large-scale community, a programme, a policy and many more. A case study seeks a range of different kinds of evidence existing in the case setting, which has to be abstracted and collated to get the best possible answers to the how and why questions relating to the case.

There are some characteristics of case study. Merriam (1998) labels qualitative case study with its special features, such as particularistic, descriptive and heuristic. Particularistic means that case study focuses on a particular situation, event, programme, or phenomenon. It is useful for taking holistic view of practical problems of everyday practice, therefore, is more appropriate for conducting small-scale applied researches. Descriptive means that case study is interested in producing a thick description or a complete, literal description of the phenomenon under study. It includes as many variables as possible and analysis of their interaction and often conducted over a period of time. Therefore, case study can thus be longitudinal. The third feature of case study is heuristic that means it enhances the reader's understanding of the phenomenon being investigated. Case study brings the discovery of new meaning to the readers and extends their experience or confirms their previous knowledge about the phenomenon.

Gall, Borg and Gall (1996) categorise case study by its purposes: description, explanation and evaluation. In descriptive case study, researchers attempt to depict an event and conceptualise it in order to produce a thick description of the phenomenon. A thick description can be created by both looking for constructs that bring order to the descriptive data and that relate these data to other research findings and by searching for themes or characteristic features of a case present in the phenomena. In explanatory case study, researchers try to provide explanations for the event under study by searching for patterns, either relational patterns or causal patterns, among variations observed. The third type of case study is evaluation. In this case study, researchers attempt to create a thick description of the phenomenon being evaluated and identify relevant constructs, themes and patterns and finally make judgements about the phenomenon under study. This type of case study is discussed further in the following part of this chapter, focusing mainly on conducting programme evaluation.

In the present study the researcher intended to make a thick description of participants' perception about a leadership-training programme they attended a year ago. This study was limited itself to the programme that was designed for preparing Indonesian civil service to sit in the lowest level government institutions' leadership position, which was implemented by a training agency in Bandung, the capital city of West Java province. In other words, the event under study was bounded in terms of unit, time, place and objectives. Therefore, the most appropriate design for implementing the present research is an evaluative case study. The following section discusses evaluative case study.

Evaluative Case Study

Evaluation is the umbrella term for various case studies, in which the researcher make judgements about the merit, value or worth of the phenomena being evaluated (Gall, *et al*, 1996). Many researchers suggest

the use of case study in doing evaluation. Guba and Lincoln (1981: 375-376), for example, list six benefits of using case study in evaluation, which are:

- Case study provides thick description that is important to evaluation;
- It is grounded and provides an experiential perspective;
- It presents holistic and lifelike account credible to the actual participants;
- It simplifies data to be considered by the reader;
- It illuminates meanings and
- It can communicate tacit language.

Nevertheless, there is no single best way to undertake a case study. Much will depend on particular circumstances, resources and capabilities of evaluators (Yin, 1994b). Cronbach (1982) suggests some important points to attend by programme evaluators in selecting appropriate methods:

- Choose methods that allow programme staff and also participants, to "speak" about their experiences in the programme and what they think about it;
- Choose multiple methods so that the programme can be "seen" from different angles;
- Select as broad and representative a sample of respondents as possible, so that all viewpoints are fairly represented;
- Integrate the resulting data, so that information from one method complements information from another.

The present study employed the evaluative case study as it is focused on studying a single programme: a management and leadership education and training programme for Indonesian civil service. The research design was chosen because it is assumed to accommodate the nature and aims of the present study, which attempted to judge the effectiveness of the programme with reference to the perceptions of the participants.

Data Collection Techniques In Evaluative Case Study

The two most common data collection techniques used in evaluative case study are survey using questionnaires and interview (Patton, 1990). Survey in this study is employed to find out the perceptions of the DIKLAT ADUM programme's participants regarding the effectiveness of the programme, while interview used to gain in-depth information on the evaluation processes. The rationale for employing these two methods is discussed as follows:

Survey

Fowler (cited in Creswell, 1994) defines survey as a data collection design that provides a quantitative or numeric description of the sample through asking questions. The purpose of using it is to generalize from a sample to a population so that inferences can be made from responses about characteristics of the population. Nowadays, survey has become a very popular method of collecting evaluative data. Survey is used to measure people's opinion, attitudes, beliefs, behaviours, reactions and attributes in response to specific questions (Suvedi, 2001).

Surveys have several advantages. They are moderate in cost and relatively easy to reach large numbers of sample. They also allow anonymity of responses and time for respondents to reflect on events. Evaluators can ask fairly complex questions about respondents' attitudes, behaviours, feelings and perceptions of something. The usefulness of survey data can be enhanced if the information is combined with other methods, for example observation or interview (Gillham, 2000a).

Regarding types of questionnaire to be used, Cohen *et al* (2000) state that in a site-specific case study, it is more appropriate to use qualitative, less structured, word-based and open-ended questionnaires, rather than quantitative approach, as they can capture the specificity of a particular situation. There are several types of questionnaires and Cohen *et al*

categorise them according to kinds of questions and response modes, which are closed questionnaire (i.e. dichotomous questions, multiple choice questions, rank ordering and rating scales) and open-ended questionnaire. In general, closed questions are quick to complete and, as stated by Wilson and McLean (1994), they do not discriminate excessively on the basis of how eloquent the respondents are. However, there is a risk that the categories used might not be thorough and that there might be bias in them (Oppenheim, 1992). On the other hand, open-ended questionnaire enable respondents to give their response freely in their own terms, therefore researchers might get authentic, rich and honest information about certain situation. Nevertheless, researchers must be aware of the difficulties of coding and classifying the responses and of data handling.

In respect of Likert scale, Cohen *et al* (2000) argue that the rating scale is widely used in research since it provides opportunity for rendering data more sensitive and responsive to respondents. This makes rating scales particularly useful for tapping attitudes, perceptions and opinions of respondents. Conversely, the limitation of the rating scale is that the researcher may not be able to infer a degree of sensitivity and subtlety from the data that they cannot bear (Merriam, 1998). Other limitation is that the respondents' responses are limited by the choices given by the researcher. Therefore, it is recommended that a questionnaire include open-ended questions so that respondents can reply in their own terms and own opinions (Cohen *et al*: 2000).

Interview

The other data collection technique used to capture the participants' perceptions of the DIKLAT ADUM Programme was interview. Merriam (1998, 72) argues that it is necessary to interview when we are interested in past events that are impossible to replicate. She further states that interviewing is necessary when we cannot observe behaviours, feelings, or how people interpret the world around them. Yin (1993) indicates that interview focuses

directly on case study topics and that it is insightful as it provides perceived causal inferences. In an interview, insights and understanding of individual respondents can be obtained to a certain extent.

Despite its usefulness, researchers must be conscious of its weaknesses. They are: bias due to poorly constructed questions, response bias, inaccuracies due to poor recall and reflexivity meaning Interviewee gives what interviewer wants to hear (Yin, 1993). Poorly constructed questions will lead to a bias as the response produces divergent viewpoints and seemingly unconnected information. When interview aims to get information on an event happened long time in the past, it risks inaccuracies due to respondents' poor recall. In a structured interview, predetermined questions may not allow researcher to access participants' perspectives and understanding of the world, instead, their response to the researcher's preconceived notion of the world.

Gall *et al* (1996) categorise the types of interviews according their purposes, they are key informant interview, survey interview and group interview. In a key informant interview, the interviewer collects data from individuals who have special knowledge or perceptions that would not otherwise be available to the researcher and the informants usually have more knowledge of the topic under study. The purpose of survey interviews is to supplement data that have been collected by other methods. Whilst, group interviews involve addressing questions to a group of individuals, who are selected because they are well informed about the research topic.

B. PRACTICALITIES OF METHODOLOGY

The previous section gives a theoretical review of research methodology, methods and data collection techniques normally used by some researchers

to conduct evaluative study. It presents a justification for the present researcher's choice of the research method.

The evaluation study was carried out to answer questions of the researcher's interest about the merit of the training programme on basic administration (The DIKLAT ADUM programme), which is basically focused on improving participants' knowledge and skills in management and leadership as well as their attitudes toward their roles as government employees. This section is constructed to discuss the practicalities of this study concerning the population and sample and the practicalities of data collection techniques.

Gaining Permission For Study

This research was conducted in Bandung, Indonesia. At the time of the research the participants of the Year 2000 DIKLAT ADUM programme, who work for various regional and local government offices in West Java, were back in their job or posted in a new job. As the researcher could not be present in the research site, she appointed a trustworthy colleague to distribute and collect the questionnaire to the participants. Intensive communication via telephone and e-mail with the colleague was done to ensure the work was completed satisfactorily.

Prior to the data collection, the researcher attempted to gain permission for the research from the West Java DIKLATPROF (Educational and Training Agency of West Java Province) through letters and e-mail (see Appendix B for the letter requesting permission). The researcher sent a letter asking for permission through the trustworthy colleague in the office. The researcher received a letter of approval (Appendix C) via the colleague within a month.

Population and Sample and Research Processes

The population of this study was all the participants of DIKLAT ADUM Programme carried out by the Education and Training Government Agency of West Java Province (West Java DIKLATPROF) in year 2000. There were three classes of DIKLAT ADUM participants in year 2000 and the total number was 103 people. The participants are from several regions in West Java province. As listed in the official document of the programme participant, there are 4 people from the region of Indramayu, 2 from Garut, 2 from Bogor, 3 from Subang and the remaining number is from Bandung. As required by survey method, all the participants were taken as samples. All of them were sent a covering letter (see Appendix D) and questionnaires (see Appendix E). The researcher expected at least 75 percent of the questionnaires or 77 to be returned. During the first month after the distribution, only 35 questionnaires were received. The first and second reminding letters yielded another 27 responses in the following month and the last reminder caused only ten questionnaires returned in the month after. Therefore, there are 72 returned questionnaires altogether. This number is considered adequate considering that 100 percent of the samples representing the participants of the DIKLAT ADUM programme year 2000 from Indramayu, Garut, Bogor and Subang is achieved, although only 66.30 percent of the samples from Bandung fulfilled.

On the other hand, purposive sampling was done to select 10 out of the 72 participants who returned the questionnaires for telephone interview (see Appendix F for interview schedule). The selection of the ten respondents interviewed was based on several considerations, such as the willingness of respondents to be interviewed and the limited budget of the research. Due to the availability of Interviewees as well as the time shortage, however, only 9 out of 10 people were successfully interviewed.

The research began with the design and development of research instruments. Patton (1982) argues that one of the best ways to facilitate stakeholders' understanding of and belief in evaluation data is to place a high

value on face validity. Face validity concerns the extent to which an instrument looks like it measures what it is intended to measure (Gall et al, 1996). The face validity of the instruments and interview schedule was assured through the discussions with the present researcher's supervisors about whether the items cover the information intended to obtain. Moreover, a discussion with a bilingual Indonesian colleague was also done to ensure if the translation of the items into Indonesian language was appropriate and, hence, destruction to the original meaning of the questions could be avoided. All the documents needed, such as Consent Form and Research Information Sheet (see Appendices G and H) were also translated and then consulted to the Indonesian bilingual colleague. The discussions and consultation with both research supervisors and a colleague were implemented to avoid the threat to data validity and reliability.

A pilot test or what Gall *et al* (1996) call as pre-test of the questionnaire was also completed to ensure the validity and reliability of the instrument. The test was intended to make certain that the format, the wording, the number and the content of the questionnaire items were reliable to reveal desired information from respondents and to assure that the respondents understand the questions. The process included two individuals from the population under study. Both pilot test respondents wrote that they understood the meaning of all questionnaire items and responded to all the questions. However, after studying their responses and interpretations of the questions the present researcher decided to make some revision and addition both to the closed and open-ended questions. Nevertheless, she chose to use the same layout of the questionnaire as was used for the pilot test as it was considered efficient in term of space.

Distance was the main problem encountered by the present researcher. Consequently she could not use observation, a very useful method in case study, as her data collection technique. Therefore, the researcher had to be content with the use of two data collection methods, survey and telephone interview. These two ways were used the best to obtain participants

responses about their perception, opinion and comments on the effectiveness of the DIKLAT ADUM programme. The rationale and the actual use of both methods in the present study are described in the following parts of this thesis.

The Practicalities of Data Collection Techniques

Survey

In the present evaluative case study, survey method was used as a data source complemented by the use of interview method. Taking account the advantages and disadvantages of the types of questionnaire, the present researcher formatted and designed the questionnaire in such a way comprising closed and open-ended questions. The closed questions using the attitude scale of Likert was supplemented with open-ended questions to reveal deeper responses and comments from participants.

The content of closed questions were divided into four categories, such as the general issues about the training programme, the basic knowledge of Indonesian Public Administration, the managerial and leadership skills and the work ethics. These categories were derived from the curriculum of the programme and used to facilitate the goals of the programme, which are to improve participants' competencies in carrying out their individual tasks as civil service and to change their attitude towards their own role as government employees.

The responses to the closed questions were expected to provide information about the tendency of participants' perception about the programme's goal achievement in terms of improvement in individual knowledge and skills in the subject matters delivered in the programme and of behavioural change. All the questionnaire items were formatted in positive statements, except one item regarding optional attendance. The attitude scale used was the five

range of options, from score 1 representing strong disagreement to score 5 representing strong agreement.

The open-ended questions were designed to collect further and deeper information about participants' expectation, reaction, opinion and perception about the nature and the implementation of the training programme. By using the open-ended questions the participants were expected to express themselves in their own words about the programme. The important aspects, which are assumed to influence the programme's outcome, like the programme's goals and objectives, its practicality and its usefulness were covered in the items. Participants' feedback for the programme improvement in the future was also included.

The responses to the open questions were expected to provide rich data, from which the present researcher could refine some important aspects about the programme. Participants' opinion and perception about the aspects could then be inquired further in the interview with selected respondents. The rationale and the use of the research method of interview are described in the following part.

Interview

In the present evaluative case study, the type of interviews used was survey interviews as the information obtained from this method was in addition to that of the questionnaire, the primary method. For that purpose, the design of questions used in the interview was completed after the responses to the questionnaire were studied closely. Careful examination on the responses, especially those to the open-ended questions, was necessary in order to ensure that the interview questions would yield deep and extensive information.

The present researcher conducted a semi-structured telephone interview or lending Patton's (1990) term "standardized open-ended interview". The exact

wording and sequence of questions were determined in advance and all respondents were asked the same questions in the same order. With this kind of technique of interview, respondents' responses were compared and a complete data on the topics and issues from each respondent were obtained and moreover, the organisation and analysis of the data were facilitated.

The present researcher was aware, however, of the fact that the standardised wording of questions may constrain and limit naturalness and relevance of questions and answers and that telephone interview loses the quality of face-to-face interview, in which non verbal dimension i.e. facial expression, head nods, eye contact and gesture can help interviewers' understanding of respondents' statements. Therefore, she used her communication skills optimally especially in 'listening' and using prompts as well as probes, the essential skills for interviewing (Gillham, 2000b), so that respondents could give enough relevant and thorough information in a relatively short time.

Data analysis

Quantitative data analysis

The layout and structure of the questionnaire were prepared in such a way in order to assist data entry for computer reading and analysis. The data obtained from the questionnaire was processed using a computer package, the Statistical Product and Service Solutions for Windows 10⁵, which is appropriate for processing quantitative and qualitative data (Bouma: 1996, Creswell: 1994, Cohen et al: 2000). However, it was only the simple use of SPSS needed in the present research. The computer programme helped the present researcher in doing complicated statistical analysis of the data entered and in producing descriptive analysis reports.

⁵ SPSS for Windows Release 10.1.3 Copyright ©SPSS Inc., 1989 – 2000.

Firstly, as required in the process of using SPSS, all the data such as the respondents' characteristics or profiles and their responses were given values meaning that each item of variables was given number, i.e. from 1 to 10 and from 11 to 25. For example, for the variable of respondents' gender, male was given value of 1 and female 2, meanwhile, the range of respondents' age was given value from 1 to 6 and the same treatment was given to other variables. Once all values were distributed, the present researcher entered the data in EXCEL⁶ programme, of which she felt more confident using. Then through doing some compulsory steps, descriptive analysis results in the form of tables of frequency and cross tabulation were generated. The tables were finally reported and interpreted as they were in this thesis.

Qualitative data analysis

The method used in analysing the qualitative data in the present study was the one called content analysis. Although the method is said to be less common in qualitative data analysis than narrative, ethnographic, or phenomenological analysis, it is more suitable for the present study.

The analysis of the qualitative data, which was obtained through open-ended questions and interviews, began with transcribing the interviews and coding the content. Then, some categories were constructed and themes were derived from the pattern of the respondents' responses and from the comparison of them. They were then reported using the researcher's own interpretation and basing on the relevant literature available for each category and theme. Therefore, the present evaluation case study would result in some reliable and practical recommendations and suggestions for the improvement of the programme under study.

⁶ Microsoft ®Excel 2000 (9.0.3821 SR – 1)

C. ETHICAL ISSUES IN UNDERTAKING THIS STUDY

The researcher was aware of the ethical issues involved in undertaking this study. Prior to carrying out this research, the researcher obtained the research approval from the Massey University Human Ethics Committee. This research ensured that the personal information about the participants was kept confidentially. In addition, the consent forms were given before the participants took part in a survey or interviews.

As the present researcher involved a colleague in the process of data collection, i.e. distributing and collecting questionnaire to and from respondents and making a copy of each completed questionnaire before they were airmailed to her in case of getting lost in their way, she was obliged to brief the colleague about the ethical issues. For example, in order to enforce confidentiality, the colleague was told to destroy the copies of the completed questionnaire as soon as the originals were received.

D. SUMMARY

This chapter discussed the methodology and research design employed for this study. The theoretical background and practicalities in undertaking this study were explored in order to ensure that the data collection processes are focused on finding out the answers to the objectives of this study. The theoretical background was aimed at providing rationale for selecting the approaches and methods of the research. Meanwhile, the practicalities described the research processes of the study. The next chapter discusses the research findings from the study.

CHAPTER IV

DATA PRESENTATION AND ANALYSIS

A. INTRODUCTION

The objectives of the present research were described in the first chapter. One of the objectives is to assess the perceptions of The DIKLAT ADUM programme participants about what they experienced in and learned from the programme. As the research aims at evaluating the effectiveness of the DIKLAT ADUM programme with reference to its participants' perception, this chapter is intended to give a thorough description and explanation of the participants' point of view of whether the programme is effective, without neglecting the context of the programme itself. Besides, as the nature of the research is a formative evaluation, this chapter also presents some important influencing factors to the effectiveness of the programme revealed during the research process. These factors would become the basis of discussion on the strength and weaknesses of the DIKLAT ADUM programme, which finally would produce some alternatives for the programme improvement.

The previous chapter gave the full explanation and justification that the suitable techniques for implementing the present evaluation study, are survey-questionnaires and telephone interviews. The tools used for processing and analysing the quantitative data, that is the SPSS 10.0 for Windows and the qualitative data, that is the researcher's own ability to analyse and interpret them, were also explained. In this chapter, the researcher presents and analyses the data obtained through the use of both methods as well as tools. However, prior to that it is important to put the DIKLAT ADUM programme in its context, such as its organisational context, policy, stakeholders as well as its nature.

Accordingly, the researcher divides this chapter into four parts. Firstly, in order to understand the context of the present research, a brief overview of Indonesian policy on civil service career development is given. Secondly, a short description of the organisational stakeholders of the programme under study is depicted. A deeper understanding about the research context is needed in order to offer reliable results of an evaluation study. Therefore, thirdly, the nature of the DIKLAT ADUM programme is also explained. The description and analysis of the quantitative data is reported in the third part of this chapter. Finally, analysis of the data collected through open-ended questions and interviews is included. This chapter is summarized with some views on specific aspects to be discussed further in this thesis.

B. A BRIEF OVERVIEW OF STAFF DEVELOPMENT POLICY FOR INDONESIAN CIVIL SERVICE

At this time Indonesian government is in the middle of change from centralisation to decentralisation. For that purpose, the government has established several regulations on civil service issues, from the recruitment to the dismissal of civil servants. Basically, the regulations define and distinguish the authority of central and regional government regarding the processes of human resource management.

Specifically for staff development, the government has issued Government Regulation No. 101/2000 replacing the 1994 Government Regulation No. 14 on civil service training. It distinguishes two categories of training: pre-service training and in-service training. While pre-service training is designated for newly recruited civil service, in-service training is intended for leadership and structural position holder candidates. In-service training comprises three components, such as leadership training for those appointed into structural positions from echelon IV (the lowest level) to echelon I (the highest level), functional training for the holders of functional positions i.e. librarian, archive

manager, teacher, researcher and technical training for administrative staff members i.e. typing, computer operating, archiving.

Two central government agencies play a key role in civil service training. The agencies are the Civil Service Agency (CSA), who monitor and evaluate training in relation to defined standard competencies and the National Institute for Public Administration (NIPA), who design, deliver, coordinate and supervise civil service training. Only NIPA is entitled to deliver the highest level of leadership training (for echelon I holder), while the lower levels (leadership training for position holders of echelon II, III and IV) can be delivered by other institutions under accreditation of NIPA. According to the Government Regulation NIPA has also the authority to determine standards for training instruments and facilities and can accredit training institutions to deliver functional and training.

In general the objective of the staff development programmes for civil service as stated in the Government Regulation is to enhance civil service capability in playing their strategic roles as change agents and public service providers. Specifically, the aim of leadership training programmes is to improve the competencies of leaders in achieving their organisations' effectiveness through upgrading their frame of dynamic and logic thinking, knowledge and skills, as well as enhancing their attitudes towards civil service roles. Therefore, the content of the leadership training for each level is basically the same but with different orientation.

As mentioned earlier, there are four levels of structural positions (echelon I, II, III and IV). Accordingly, the leadership training programmes comprise four levels, they are Leadership Education and Training (DIKLATPIM) Level I, in which the focus is on National Strategic Planning, DIKLATPIM Level II that orientates to organisational networking and strategic planning and DIKLATPIM Level III that emphasises the developing organisations' vision and mission. The leadership training for the lowest structural position holders

named DIKLATPIM Level IV, which is also called ADUM (basic administration) puts emphasis on general managerial and leadership skills.

C. AN OVERVIEW OF THE PROGRAMME STAKEHOLDERS

The stakeholders of the DIKLAT ADUM programme being evaluated are those government institutions who concern about the effectiveness of the programme. They are the National Institute of Public Administration (NIPA), the curriculum designer and developer, the Regional Agency for Training and Education of West Java Province (West Java DIKLATPROF), the programme organiser and the parent organisations of the DIKLAT ADUM programme participants, the product users. However, in accordance with the nature of this research, which intends to propose actions for the improvement and development of the training and education programme, the participants' parent institutions are not looked at. Therefore, only NIPA and DIKLATPROF are described in this thesis.

The National Institute of Public Administration (NIPA)

NIPA was established in 1957 based on Government Regulation number 30 Year 1957. After several changes Presidential Decree no. 8 year 1999 finally renewed the legal basis of NIPA's establishment. NIPA, headed by a chairman, is a Non-Departmental Government Agency serving immediately under and responsible to the President.

NIPA's duty is carrying out general and development government tasks in the field of public administration, in formulating public administration development policies and programmes, as well as in improving the competency of the civil service (government apparatus) to be more effective, efficient and responsible. In performing its duty NIPA has several functions, one of which

is fostering and organizing education and training for the government apparatus. A unit headed by a deputy named the same as its function: Deputy for Fostering the Government Apparatus Education and Training daily implements this function.

As stated in Government Regulation No. 101 Year 2000 on training and education for civil service, NIPA is responsible to give assistance and consultation on all structural and functional training and education programmes for civil service. The tasks are performed through issuing guidelines for programme implementation, helping the curriculum development, assisting programme implementation, accrediting training and education institutions, accrediting functional trainers, developing the information system and supervising programmes and the administration. Besides, NIPA is also to give programme organisers, like DIKLATPROF, technical assistance like consultation in developing, implementing and evaluating training and education programmes.

The Regional Agency for Civil Service Training and Education of West Java Province (West Java DIKLATPROF)

West Java DIKLATPROF, like the DIKLATPROF of the other 29 provinces throughout Indonesia, is a government institution that is structurally under and responsible to the West Java Governor. Technically and functionally, however, it is under supervision of the Central Government Body for Training and Education within the Ministry of Internal Affairs (BADAN DIKLAT DEPDAGRI).

In the Regional Government Regulation no. 18 year 1994 on the establishment of the Regional Agency for Civil Service Training and Education of West Java Province, it is stated that the main task of the West Java DIKLATPROF is to assist the regional government in planning and

implementing training and education programmes for its apparatus⁷. It functions as a training and education agent that:

- Provides BADAN DIKLAT DEP DAGRI information for policy improvement; Plans, implements, evaluates and analyses needs for training programmes for structural and functional position holders as well as for professional staff members;
- Supervises and develops teachers, well-known called *widyaiswara*⁸, facilitators, training programmes participants and alumni.

In the implementation of its task and functions, West Java DIKLATPROF works closely with NIPA regarding the provision, supervision and development of *widyaiswara*, of curriculum and the accomplishment of programme evaluation.

D. THE NATURE OF THE DIKLAT ADUM PROGRAMME

The DIKLAT ADUM programme aims at preparing lowest level government leaders and managers with basic knowledge and skills on administration. NIPA's Head Decree on General Implementation Guidelines of the DIKLAT ADUM programme (2000) states that after attending the programme the participants are expected to be well aware about the role and position of their organisation within the government system and capable in providing and giving effective and efficient service to public. The goal of the DIKLAT ADUM programme is the provision of quality civil service, which has certain characteristics, such as:

⁷ A memory book on the job implementation of the Head of West Java DIKLATPROF from year 1996/1997 until 2000 (*Buku Memori Pelaksanaan Tugas Kepala DIKLATPROF Jawa Barat Tahun 1996/1997 s/d 2000*).

⁸ A *widyaiswara* is a functional position holder trained to educate and train civil service in a certain field, accredited and appointed by NIPA.

- Good behaviour and attitude which is reflected in their discipline in working, commitment and dedication to their profession and being professional in giving service to public;
- A comprehensive knowledge of basic public administration;
- Capable in administering and managing their office work; and
- Operational skills of management and leadership.

The general requirements for attending the DIKLAT ADUM programme among others are that the civil servants are selected by their organisation through certain procedures, have potential to develop, dedicated and loyal to their job and organisation, competent in their job, physically and mentally healthy and highly motivated to attend the programme. The specific requirements are that the participants have at least high school certificate and several years of tenure, as well as passed the entry test to the DIKLAT ADUM programme.

The DIKLAT ADUM programme is implemented in five weeks, six days per week from Monday to Saturday. All the participants are to stay in a condominium prepared by the programme organiser. Every day the training sessions start with a physical exercise early in the morning at 5 a.m. and finish in the evening at 21.30. A night ceremonial gathering is performed every evening at 21.00 except on Saturdays.

Overall there are 300 forty-five minute sessions including morning physical exercises and religious activities, briefing on paper writing, presentations and field study, individual and group paper writing, individual and group presentations, field study, as well as final examination and programme evaluation. Altogether approximately 12 hours each day are spent in doing both classical and non-classical activities in the DIKLAT ADUM programme.

Meanwhile, the curriculum comprises six groups of subject matter and each group contains of different number of components. The subject matter groups

are attitude and behaviour development, introduction to public administration system, local government interests, office management, theory of leadership and managerial techniques and applications of the theory of leadership and managerial techniques. The subject matter of local government interests is related to the area where the DIKLAT ADUM programme is carried out. In short, the subject groups and their components completed with time allocation for each of them are shown in the following table (Table 4.1.):

Table 4.1.

**CURRICULUM OF THE DIKLAT ADUM PROGRAMME AND
TIME ALLOCATION**

	SUBJECTS AND COMPONENTS	TIME ALLOC. (45min/ session)	TOTAL HOUR
A.	ATTITUDE AND BEHAVIOR DEVELOPMENT 1. Out Bound Activities 2. Physical Exercises and Religious Activities	16 Sessions 22 Sessions	28hr30'
B	INTRODUCTION TO PUBLIC ADMINISTRATION SYSTEM 1. Indonesia Government System 2. Government Apparatus Organisations 3. Organisational Network and Coordination 4. Control System 5. National Development Planning 6. Personnel Administration	4 Sessions 4 Sessions 6 Sessions 4 Sessions 6 Sessions 6 Sessions	22hr30'
C.	LOCAL GOVERNMENT INTERESTS	50 Sessions	38hr
D.	OFFICE MANAGEMENT	14 Sessions	10hr30'
E.	THEORY OF LEADERSHIP AND MANAGERIAL TECHNIQUES 1. Theory of leadership & Foundations of Manag. 2. Quality Service 3. Decision Making	6 Sessions 16 Sessions 8 Sessions	22hr30'
F.	APPLICATIONS OF THE THEORY OF LEADERSHIP AND MANAG TECHNIQUES 1. Management of operational policy 2. Report Writing Techniques 3. Techniques of Presentation 4. Reading Tasks 5. Individual Paper Writing 6. Group Paper Writing 7. Seminar on papers	26 Sessions 8 Sessions 8 Sessions 6 Sessions 8 Sessions 14 Sessions 32 Sessions	90hr
G.	OTHER ITINERARY 1. Introduction to the programme 2. Test and Evaluation 3. Counselling time 4. Briefing of Case Analysis 5. Briefing of Individual Paper Writing 6. Briefing of Group Paper Writing	4 Sessions 12 Sessions 8 Sessions 4 Sessions 4 Sessions 4 Sessions	27hr
	TOTAL TIME ALLOCATED TO THE PROGRAMME	300 Sessions	226hr

Source: NIPA's Head Decree No. 357/IX/6/4/2000 on the Guidelines of the DIKLAT ADUM programme

E. DESCRIPTION AND ANALYSIS OF THE QUANTITATIVE DATA

This part comprises two descriptive items: respondents' profile and their attitude towards the DIKLAT ADUM programme. The respondents' profile covers their genders, age, educational background, length of tenure and organisational position. The second item, respondents' attitude toward the programme, gives an explanation of the results on the participants' responses to the variables inquired in the closed questions and provides an analysis of the data collected. Data on tables except where found in this chapter are in Appendices I – O. It is necessary to note that in the presentation of results, valid percent rather than percent is applied in the analysis of data.

Profile of Respondents

The respondents participated in the research are mostly male, which comprises 84.7 percent of all. Female is the minority of the programme participants, who form a percentage of 15.3 (Table I-1). Out of the 11 female respondents, there is 1 who is holding a structural position and another one a functional position, the rest are staff members (Table I-2). It seems that in government organisations the number of females with a higher position is very small.

The table of respondents' ages shows that 75 percent of the participants are ranging from 40 years and over, only 3 out of them are females. As great a number as 20 respondents are over 46 years old (Table I-3). It is quite interesting to note that there is no big difference in number between male and female with younger age ranging from 30 to 39, although it is only in a small number anyway (Table I-4). This shows that nowadays to a certain extent gender issues are given more consideration in government institutions' staff development than they used to be.

Most of the respondents, that are 77.8 percent or exactly 56 people, have higher education degrees. As many as 49 out of 56 participants have bachelor degrees in great variety of fields (Table I-5), for example agriculture, law, management, public administration, civil technology, biology and many more, whilst the other seven have masters degrees in different fields, one of them is female. There are seven females who have bachelor degrees, two have undergraduate diplomas⁹ and one has high school certificate (Table I-6).

Responses to the tenure or length of service variable are ranged using scales of five, i.e. from 1 - 5 up to 31 - 35 years. The number of participants, who fall into each category, is almost evenly distributed. However, the Table I-7 shows that there are 13 people that did not give information on this. There are 61.1 percent of the respondents that have been in public service for at least 11 years. It is interesting to note here that the tenure of all the females is between 1 and 20 years (Table I-8). Comparing to the number of male with similar range of tenure there is only a slight difference from the number of female. This shows that there is a movement in the aspects relating to organisational culture especially regarding the gender issue.

Quite related to the length of service, there are 33 people out of 72 respondents who have no leadership position or in other words are still as administrative staff members and 19 of them have been in service for 1 - 15 years. Whilst there are 22 respondents who have structural positions, 15 of them are sitting in the third level of leadership position and 13 participants have functional positions (Table I-9). Among them there is only one female sitting in the third level and another one is a functional position holder. Twenty respondents with either leadership or functional positions are managing a small number of people, between 1 and 10 staff members and 10 participants have between 11 and 20 subordinates (Table I-10). The period in which they

⁹ Undergraduate diploma is equivalent to three-year university study but no degree is attributed to the graduates.

have been holding the positions is for three months, the shortest time and the longest is for two years.

About half number of the respondents attended no other training within these two years except the DIKLAT ADUM programme. The other half of them participated in training on more specific areas, for example water irrigation, livestock technology, treasuring, management information system, construction and field supervision, legal drafting, archiving, job analysis and some other substantive areas. It seems that most people who were sent to other training programmes are still staff members and only a few who are sitting in structural or functional positions.

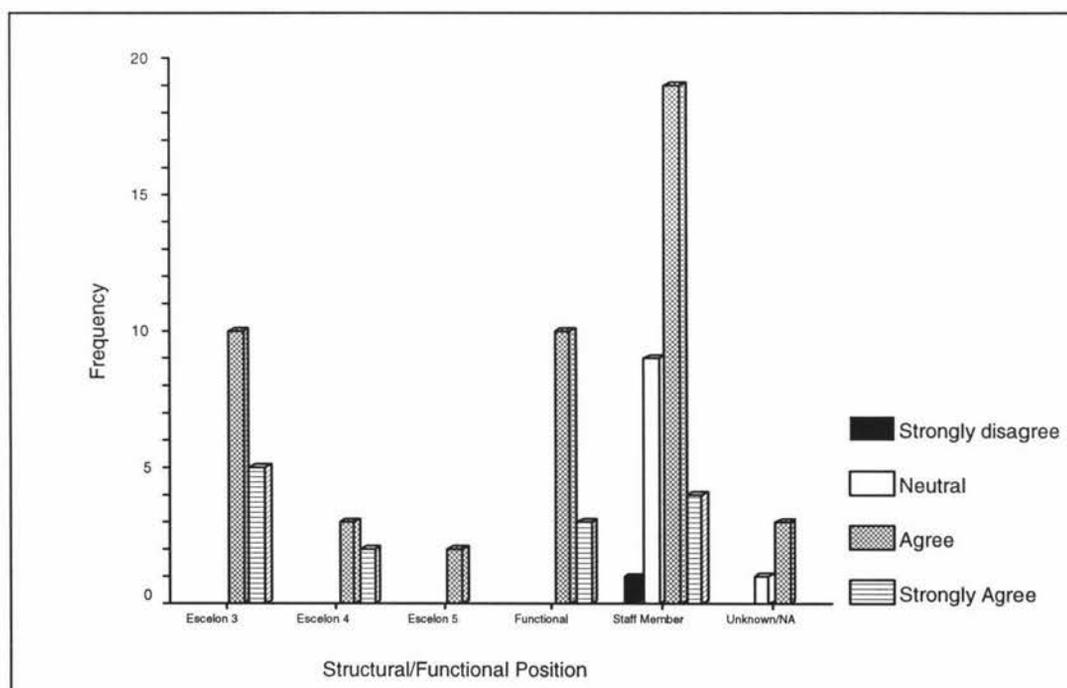
Participants' Attitudes Towards The DIKLAT ADUM Programme

From the 103 survey-questionnaires distributed to the year 2000 DIKLAT ADUM programme participants, 72 of them were returned. There were altogether 30 items included in the close-ended questions, 15 of which were responded by all respondents. One person responded only to 17 questions and two others did not respond to two of the questionnaire items. The results of computerized data process and analysis are explained in the following parts of the chapter (see Appendix J-M for the tables). Note that in tables where there were no responses to items such as “strongly agree” or “strongly disagree”, these would not be found in the tables.

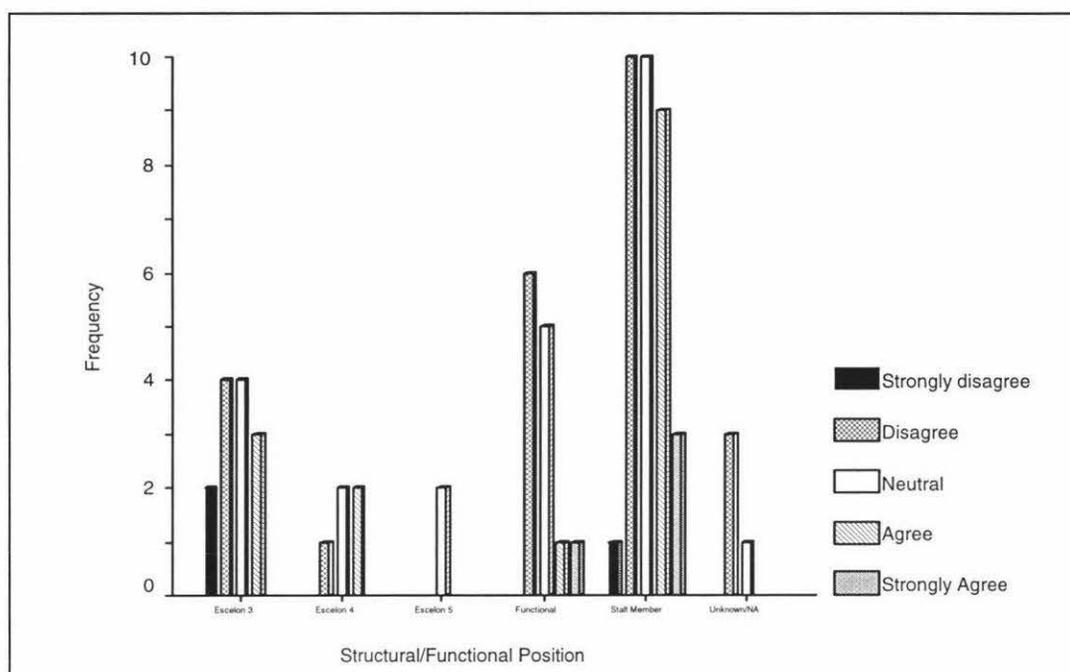
Perceptions of General Aspects of The DIKLAT ADUM programme

The items of the closed questionnaire were presented in such a way to obtain participants' perception about the DIKLAT ADUM programme. The first five questions were intended to get information about the general aspects of the programme, such as the worth of the programme, the clarity of the programme's goals and objectives, as well as the proportion of theory and practice in the programme.

The question about the worth of the DIKLAT ADUM programme asked to the respondents got satisfactory responses (Table J-1). The cumulative percentage of 84.7, or precisely 61 respondents said that the programme was worthwhile and only one person said that it was a waste of time. A relatively small number of participants, that is 10 people out of 70, could not decide whether the programme was worthwhile or a waste of time. However, there are 27.1 percent of respondents who said that they would not have attended the programme if it had been optional and 38.6 percent said that they would have still participated in the DIKLAT ADUM programme even it had been elective. As great percentage of respondents as 34.3 were indecisive in this matter (Table J-2). When looking at the positions of the participants responded to this particular question, it is obvious that 100 percent of those holding structural and functional positions said that the programme was worthwhile. However 39.39 percent of them said that they would not have attended the programme if the DIKLAT ADUM programme had been optional and the identical number of respondents was not sure about this matter. Both facts are shown in the following two graphs (Graphs 4.1 and 4.2):



Graph 4.1. The Worth of The Programme Perceived By Participants Holding Structural and Functional Positions (Source: Fieldwork, 2000)



Graph 4.2. Attendance if the Programme had been Optional (Opinion of Participants with Structural and Functional Positions) (Source: Fieldwork, 2000)

The contrasting facts seem to indicate that there are certain factors related to the programme that disappointed the participants. This will be discussed further in Chapter Five of this thesis.

The goals of the DIKLAT ADUM programme were clear enough to 73.6 percent of respondents and very clear to only 6.9 percent (Table J-3). Almost all the structural and functional position holders or 93.94 percent of them confirm that the programme's goal was clear and the rest feel unsure about this matter. Meanwhile, specifically about the objectives of each subject matter in the programme, only 48 out of 70 participants said that they were clear and comprehensible and 8.6 percent of the respondents declared that the objectives were not clear at all. The percentage of respondents who chose to be neutral reaches 22.9 percent (Table J-4). As many as 84.38 percent of the respondents sitting in leadership and functional positions answered positively to the question about the clarity of subject matter objectives. On the other hand, as Table 4.2 below shows, there are 53.13 percent of staff members who agreed that the objectives were clearly stated.

Table 4.2.

Clarity of Subject Matters' Objectives

%

		Clarity of Subject Matters' Objectives				Total
		Disagree	Neutral	Agree	Strongly Agree	
Structural/ Functional Position	Echelon 3	7.1	14.3	64.3	14.3	100.0
	Echelon 4			80.0	20.0	100.0
	Echelon 5		50.0	50.0		100.0
	Functional	15.4	7.7	69.2	7.7	100.0
	Staff Member	9.4	37.5	53.1		100.0
	Unknown/NA			100.0		100.0
Total		8.6	22.9	62.9	5.7	100.0

Source: Fieldwork (2000)

The significant difference in number shows that the content of the lessons was more comprehensible to those participants who are already in leadership/functional position. This could be due to some affecting factors, for example that the teaching materials did not include or consider staff members' point of view, participants' experience as staff members was not used as the basis of teaching and some other possible factors.

About the content of the programme, especially in the area of theory and practice given in the classrooms, more than half number of respondents agree that the amount of theoretical aspects of the curriculum was as much as the practical ones. The relatively large number of 20 respondents did not give strong opinions regarding this matter and chose to be neutral. Meanwhile, there are 15 people stated that the quantity of theory and practice in the programme was not in balance and those who stated this opinion have higher education background. The following table (Table 4.3) shows the details.

Table 4.3.

Proportion of theoretical and practical aspects

%

		Balance between theory and practice				Total
		Disagree	Neutral	Agree	Strongly Agree	
Structural/ Functional Position	Echelon 3	21.4	21.4	57.1		100.0
	Echelon 4		40.0	40.0	20.0	100.0
	Echelon 5		50.0	50.0		100.0
	Functional	30.8	15.4	46.2	7.7	100.0
	Staff Member	21.2	33.3	45.5		100.0
	Unknown/NA	25.0	25.0	25.0	25.0	100.0
Total		21.1	28.2	46.5	4.2	100.0

Source: fieldwork (2000)

However, as shown in the above table, although very small in number, the percentage of master degree holders within the higher educated people is higher. The same case is shown in Table 4.4 below when looking at the respondents' tenure. The table shows that 78.6 percent of those with shorter work experience, between 1 and 10 years, stated that the balance of theory and practice was not proportionate.

Table 4.4.

Proportion of theoretical and practical aspects

%

		Balance between theory and practice				Total
		Disagree	Neutral	Agree	Strongly Agree	
Length of Service	Unknown		30.77	53.85	15.38	100.00
	1 - 5 years	28.57	28.57	42.86		100.00
	6 - 10 years	50.00	25.00	25.00		100.00
	11 - 15 years	16.67	16.67	66.67		100.00
	16 - 20 years	37.50	50.00	12.50		100.00
	21 - 25 years	25.00	31.25	43.75		100.00
	26 - 30 years		16.67	83.33		100.00
	31 - 35 years				100.00	100.00
Total		21.13	28.17	46.48	4.23	100.00

Source: Fieldwork (2000)

Perceptions of Basic Knowledge of Indonesian Public Administration

The second set of question focus on the participants' perception about whether their knowledge of Indonesian public administration, of which aspect was iterated in each question had increased through joining the DIKLAT ADUM programme. There are eight important aspects of public administration derived from the curriculum. They are governance system, government functions, position and functions of civil service, coordination system, delegation of power, control system, national development planning and personnel administration. In general, the percentage of the respondents who stated an agreement on the statement that their knowledge of those eight important aspects has increased is over 74.6 percent. A more detailed description of the data obtained is given in the following (see the tables in Appendix K).

The responses to questions regarding improvement of knowledge of Indonesian governance system show 86.1 percent of the respondents perceived that there is an increase in their repertoire about that subject. Among 72 people, there are seven or 9.7 percent who decided to be neutral about this matter and three or 4.2 percent who thought their knowledge of the system had not really improved (Table K-1).

Similar to the opinion about the topic above, there are 83.3 percent of the participants saying that their understanding about the functions of the government, which are executive, legislative and judicative, gets better after attending the DIKLAT ADUM programme. The rest of the respondents thought otherwise (Table K-2).

Sixty-five respondents or 90.2 percent of the participants stated that the DIKLAT ADUM programme they attended gave them more understanding about the position and function of civil service within the governance system (Table K-3). Almost the same number of people, that is 62 participants, informed that their knowledge of the coordination system among government institutions had improved as well (Table K-4).

Within the subject of Indonesian governance system, the participants were also given a topic on delegation of power from central to regional government. The session on this topic was perceived by 58 out of 71 or 81.7 percent of respondents as having improved their comprehension on the respected subject, for example on its principles and implementation problems. There are as many as 10 people or 14.1 percent decided to be neutral regarding their learning about this subject matter (Table K-5).

More respondents chose to be neutral when they were posed the question of whether they learned more from the DIKLAT ADUM programme about the government supervisory and control system practiced in Indonesia (Table K-6). There are 16.7 percent of the participants who were neutral or did not either agree or disagree on any knowledge progress about this aspect and

almost the same number of respondents also gave neutral responses about improvement in their understanding about the national development planning (Table K-7). There are 57 people who were in agreement that their knowledge about the control system has increased. Meanwhile, the sessions on the national development planning were perceived to have improved the knowledge of 53 participants about its general concepts.

The learning subject of personnel administration was considered effective in achieving its objectives by 88.9 percent or 64 of the participants. There are only three respondents who said that it was not effective at all and five people stayed neutral (Table K-8).

Management and Leadership Skills

The data about improvement of leadership and managerial skills was acquired through the third set of the questionnaire items. The skills were broken-down into 12 features. Each of them is articulated in each question. The skills are listed as follows: doing clerical works; organizing and leading meetings; writing work reports; presenting works and projects; giving inputs and feedback, supervising; problem solving; decision making; motivating; building teamwork; networking; and delivering quality service. The explanation of the data process results (see the tables in Appendix L) and analysis are given in the following part.

There is a significant difference of responses to the question on the improvement of participants' ability in doing clerical work from those responses to other questions described previously. The ratio between those who stated that there is and there is not improvement on the skill is not large. As many as 25 percent of respondents believed that their skills in doing clerical works, for example typing, operating computers and archiving, have not improved at all. There are 30.6 percent that were neutral with regard to this skill enhancement. Meanwhile, 44.5 percent said that skill improvement in this area occurred for them (Table L-1).

Table L-2 shows that the number of participants who feel more confident in organizing and leading meetings reaches 60 people or 83.3 percent of all respondents. There are 10 people who could not decide about their confidence in this matter. One participant did not give a response and the other one feels that his/her skill has not improved at all.

Seventy-five percent of the respondents perceived that their skills in writing work reports are better than before they joined the DIKLAT ADUM programme. 14 participants chose to be neutral in this case and 4 people said that their ability in writing reports was not enhanced at all (Table L-3).

More participants, 18 people, decided to be neutral when posed the question whether their skill in giving presentations about work or projects has advanced. However, for 54 respondents, the DIKLAT ADUM programme has increased their confidence and skill in doing any presentation relating to their job (Table L-4).

After attending the DIKLAT ADUM programme last year, now as many as 63 participants feel more self-confident in their job, especially in term of expressing ideas, which are important as input or feedback for their organisational performance improvement. The rest of the respondents, 9 people, chose to be neutral in this matter (Table L-5). Doing supervision is also one other skill that 64 respondents said they are more self-confident in (Table L-6). They feel assured that they have the ability to supervise the work of subordinates, if they have any.

In the Table L-7 we can see that there are 61 participants who thought that the DIKLAT ADUM programme helped them to become confident in solving their own work problems. On the other hand, there are four people who thought the other way around. They do not think their ability in solving their work problem has improved. Meanwhile seven respondents chose to be neutral about their improvement in this skill.

Confidence in making decision for the betterment of work performance and achievement of individual work goals was increased according to the perception of 88.7 percent of the participants. Only two people thought that there was no improvement and 6 people were neutral about the respected matter (Table L-8).

Regarding giving colleagues and subordinates motivation and encouragement to perform better, there are 15 participants responded that the DIKLAT ADUM programme made them very confident in that aspect. Meanwhile the other 40 people felt that the programme made them confident enough in motivating others to work well. 8 respondents decided to be neutral in this area (Table L-9). The number of participants who thought that the programme has improved their skill and ability in building team-works is identical with those who had positive feeling about confidence in motivating others, that is 84.5 percent of respondents altogether who experienced improvement and 10 who gave neutral responses (Table L-10).

As large number as 25.4 percent of the participants decided to be neutral regarding improvement of their ability in networking, both inter units of organisation and inter government organisations. Only 4.2 percent of the respondents perceived that they experienced no enhancement in networking skill. On the other hand, there are 50 people who thought their networking ability has improved (Table L-11).

Table L-12 on skill of delivering quality service shows 58 out of 71 participants believed that their ability and confidence in providing quality service to customers was better. Whilst, the other 12 respondents could not decide whether they made improvement on the skill of quality service delivery.

Participants' Responses on Work Ethic

The participants' opinion about their attitude towards their job, which were reflected in any changes in their work ethic, were acquired through asking the fourth set of questions under the heading of work ethic. In the questionnaire, what was included in the work ethic are such aspects as work discipline, job dedication, job commitment, co-operation and respecting ideas of other people. The tables on the participants' responses to these aspects can be found in Appendix M.

When they were posed the question whether the DIKLAT ADUM programme made them more disciplined civil servants, 81.7 percent of the participants responded positively and 15.5 percent respondents chose to be neutral. Only 2.8 percent said that there was no change in them either in the terms of discipline or spirit (Table M-1).

Sixty people stated that they are more dedicated to their job than before they attended the programme. However, there are only 55 out of 71 participants who enjoyed their work and felt committed to it. Regarding any enhancement in dedication and commitment to their job, 10 respondents could not decide about the former and 14 about the latter (Table M-2, M-3).

The experiences in the programme made 62 participants enjoy and prefer working together and cooperating with colleagues and subordinates (Table M-4). Almost all respondents, that is 69 out of 71 (Table M-5), agreed that the programme indeed helped them understand how valuable other people's ideas were, while the other 2 were neutral. They comprehended that different ideas from different people must be respected and appreciated.

Summarising the responses to the survey questionnaire, this section gives a short report on the significance of the curriculum by comparing the value of each subject with respect to the participants' opinion. Prior to that, however, it is necessary to present the average frequency of the scale as it describes a

general numerical picture of the participants' perceptions of the whole curriculum (see Table N-1 in Appendix N for percentages of overall responses). A moderate percentage of the respondents, 69.22 percent, chose to agree with the statements given in the survey questionnaire. Quite interesting to note that the number of people that decided to be neutral is greater than that who expressed strong agreement. On average the neutral respondent reached 14.33 percent while the strongly agreed gets as high as 12.93 percent. The number of participants that expressed disagreement and strong disagreement is very low. Altogether, they are only 3.52 percent of the total respondents. The average frequency of responses given above shows the tendency of the participants' responses of stating moderate opinions about the DIKLAT ADUM programme. Although the number of neutral respondents is not significantly large, the figure is quite important to take into consideration in the process of evaluating and judging the whole curriculum. Therefore, a sound and realistic formative evaluation can be presented.

Turning to analysing the significance of the DIKLAT ADUM programme, ranked value is given to each factor in the categories of: 1) improvement of general knowledge of public administration, 2) managerial and leadership skills advancement and 3) work ethics enhancement. The value ranks from 1 meaning 'strongly disagree' up to 5 'strongly agree'. Consequently, considering the type of statements (positive ones) in the survey questionnaire presented to the participants, score 5 represents the possible highest value and 1 as the lowest value. In simple words, a certain subject matter or a category with a high score, i.e. at a point between 4 and 5, is interpreted as making a good impact on the participants' specific aspect. Similarly, a variable that gets a point between 1 and 2 means that it has very little if no impact at all. In this case, the report summary is using the mean value of each subject matter and or category (see Tables O-1, O-2, O-3 in Appendix O for the mean value table).

Comparing the mean value of each category, there is only slight difference between them. The tendency is towards the moderately high score of four. In

detail, the highest score of 3.98 is obtained by the category of work ethic. The management and leadership skills category gets the lowest score of 3.87 and the category of basic knowledge of public administration score 3.94. The figures mean that the whole curriculum of the DIKLAT ADUM programme makes a satisfactory impact on the participants and the effect is slightly more on the work ethic improvement than on the management and leadership skills enhancement.

Among all the impacts of the curriculum brought up in the study, the effect on participants' awareness of the importance of respecting other people's opinions and perceptions is the most felt by the participants. The mean score of the variable reaches 4.17. On the other hand, the respondents perceived that the skill in doing clerical work is the least affected by the DIKLAT ADUM programme. The mean score is 3.19.

Within the category of basic knowledge of public administration improvement, the increase of knowledge of functions of civil service institution is considered distinctive. The mean value is 4.07, not significantly different from the lowest score in the category that is 3.80. Meanwhile, the subject of Indonesian governance system, coordination system and personnel administration are thought reasonably improved. The least improvement related to experience is on concepts of national development planning.

Theory and skill of motivation is believed to be the most increased as distinct with the skills in doing clerical works that hit the lowest score. The mean value for the former is 4.07 that are only slightly different from the other aspects such as giving quality service and confidence in giving inputs and feedback. Whereas, the participants perceived that their confidence in doing supervision and skills in organising and leading meetings as well as in building teamwork are moderately improved.

Within the category of work ethic enhancement, the factors fall on the points between 4.17 and 3.82. This means that basically the participants sense that

to a certain extent there is advancement on the awareness of work ethics like discipline, dedication, cooperation, commitment and respect. The awareness of the importance to respect other people's ideas is the most improved.

F. DESCRIPTION AND ANALYSIS OF THE QUALITATIVE DATA

In this section the qualitative data gained from responses to open-ended questions of the questionnaire is elucidated. Some emergent themes of information about the DIKLAT ADUM programme have arisen. They were then explored further in the interviews. The description of the survey data is triangulated with that obtained from the interviews. Therefore the data triangulation depicts a thorough picture of the DIKLAT ADUM programme on the participants' point of views.

There are eight open-ended questions posed to the respondents. Each of them asked about the participants' perception of different aspects, such as (1) expectation from the programme, (2) the programme goals, (3) any applicable and useful aspects learned, (4) any inapplicable aspects learned, (5 and 6) aspects they liked and disliked about the programme, (7) any unexpected aspects found and (8) aspects to be enhanced and improved. Besides the eight items, the respondents were also asked to give general comments about the programme.

Responses To Open-Ended Survey Questionnaire

It seems that generally the responses to open-ended questions were not quite either straightforward or specific. For example the participants tended to express their feelings of tiredness, drowsiness, difficulty to concentrate and other inappropriate feelings during the class when they responded to the

question about aspects of the programme they disliked. Without further probing, the interpretation of this information could not be objective as there was an information gap between this perception and a certain aspect of the programme. Therefore, interviews were expected to fill that kind of information gap. The following parts are the description of participants' responses to the eight open-ended questions.

Participants' Expectation From The Programme

Responses to the question "What was your expectation out of the DIKLAT ADUM programme at the time you were selected to join the programme?" were categorized into seven aspects. They are listed in the order of frequency as follows:

- Knowledge increase (most frequent);
- Opportunity to be promoted into structural positions;
- Social relationship;
- Self-confidence and motivation;
- Broader mind;
- Practical skills enhancement and
- Structural position adjustment (less frequent).

Basically, they could be narrowed down into four primary expectations, such as 1) knowledge increase, 2) career development, 3) social relationship and 4) self-esteem.

The first two were very common expectations among the participants. When they were informed that they had been selected to attend the DIKLAT ADUM programme, most participants expected to obtain as much knowledge as possible on basic administration, which they thought would be relevant and useful for their daily work. On the other hand, the participants who were still staff members had a hope to sit on leadership positions, a progress in their career development. They were all aware that the programme was the 'key' to open the door towards the staircase of career as leaders. This was expressed by a respondent in a written response: 'I was not sure when I

would be promoted to a structural position, but I thought at that time if I join the programme I will at least have the ticket for the promotion.’ Another respondent wrote: ‘I was happy to attend the programme because I saw an opportunity and a possibility to improve my career.’ On the other hand, participants who were already sitting in structural or functional positions stated clearly that beside increasing and improving their knowledge and skill, the attendance in the programme was to fulfil the position qualification.

One minor expectation from the programme was social relationship. This was shown by the participants through statements like: ‘I could meet many people from different government institutions in West Java,’ and ‘I would get some new friends in the programme’,’ and ‘I could get connection to other institutions that was beneficial for my job.’ A very specific expectation revealed by the respondents was self-esteem achievement. This was implied in their interesting responses, ‘I just hoped that I could attend the programme well so that my boss would see that I am capable,’ ‘I hoped I would become self-confident and have a better work life,’ and ‘My boss and colleagues underestimated my ability until I passed the entry test to the programme.’

It seems that the four expectations described above, knowledge increase, career development, social relationship and self-esteem, are reasonable considering the nature of the DIKLAT ADUM programme that is one of requirements for promotion to lower level leadership position. A response from a participant, however, unveiled a very honest but human reason of joining the programme, which is to get away from the routines. The person wrote, ‘I did not expect anything from the programme but to get away from my tiring, boring routine jobs.’ Perhaps this could be related to self-esteem.

The Goals of The Programme

The respondents were asked this open-ended question: “In your understanding, what are the goals of the DIKLAT ADUM programme?.” The goals of the programme perceived by the respondents varied from general

point of views to specific ones. The most common perception arisen was a general one, which was that the programme aimed at improving human resource capability in achieving better performance at work. This perception was connected with an understanding that every civil servant must have a broader mind and knowledge about their function as expressed by a respondent, 'The DIKLAT ADUM programme was to help broaden civil service minds and knowledge so that they could do their work better.'

The more specific point of view regarding the programme goals were 1) the programme was designed to improve civil service quality in terms of their discipline, dedication and sense of responsibility and 2) it was intended to prepare civil servants become qualified leaders. The latter goal was more explicit about leadership and it was also mentioned more frequently than the first one.

Some participants viewed the main goals of the programme in different ways. They perceived that the programme's goal was to improve participants' knowledge of certain aspects such as administration and national governance, leadership and problem solving. Another angle was from outsider's point of view. For example several respondents wrote that the objectives of the programme were to implement the government policy on civil service development programmes and to form a civil service similar frame of thinking and action for the improvement of public service performance.

Applicable and Useful Aspects of The Programme

Participants responded to the open-ended question "What did you learn from the programme that you think are applicable and helpful in your daily work?." It was interesting to notice that most participants commented that, in general, all the learning aspects in the programme were useful and applicable but, in contrast, several respondents said that up to the time they filled in the questionnaire, they could not apply anything they have learned to their daily

work. The latter group confirmed that the knowledge of leadership and management they got were beneficial, in term of broadening their mind, however, as they were still staff members they could not apply the knowledge. Regarding the benefit gained from the programme a participant wrote, 'I felt a little bit more confident, especially in expressing my opinion about anything.' With respect with this contrasting data, the present researcher assumed that the respondents' perception of the programme usefulness was strongly influenced by limitations due to their types of work, level of autonomy in the organisation and, to a certain extent, by the experiences they got in the programme itself.

Generally there were two main learning subjects perceived by most participants as useful and applicable: 1) leadership and management area and 2) public quality service. Specifically, there were several aspects within the area of leadership and management the respondents found the most helpful and relevant to their present jobs, such as the activities relating to a problem solving technique focused on the programme, which was SWOT (Strength, Weaknesses, Opportunity and Threats) Analysis, strategic planning, motivating, team working and paper-writing on organisational improvement planning (*Kertas Kerja Penyusunan Rencana Kerja* – see Table IV.1 on Curriculum).

Regarding the subject of public quality service, there was no specific item within the area stated by the respondents as the most useful except their mentioning "organisation vision and mission", "human relations" and "communication". The present researcher assumed that this limited response was due to the fact that the content of public quality service was covered in the subject of leadership and management of the DIKLAT ADUM programme. Some participants stated that some learning materials from several teachers were overlapping and confusing indicated the evidence.

Inapplicable Aspects of The Programme

In response to the question “What did you learn from the DIKLAT ADUM programme that you cannot apply in your daily work?”, there was a consistency, to some degree, of responses regarding inapplicable aspects and the previous open-ended question on applicable ones. Most respondents perceived that basically all the skills learned in the programme were applicable especially the leadership and managerial skills such as problem solving, networking, building a teamwork, leading and managing meetings and giving a presentation.

Nevertheless, approximately 35 percent of respondents stated that most knowledge and skills they acquired were not applicable or helpful for them in implementing their current jobs. The two main reasons given were 1) at the time, they were still staff members not leaders yet and 2) most aspects were too theoretical so they were difficult to apply.

There were some specific aspects and skills perceived incompatible by a few respondents and the reasons seem to be very subjective. Examples given were speed-reading and paper writing on organisational improvement planning due to their irrelevance with work life. A respondent wrote that being innovative was impossible in government institutions due to the power of bureaucratic and hierarchical decision-making. Analysing these responses closely, the present researcher believes that the respondent was lacking in motivation in performing well in and making a good use of any applicable aspects of the programme due to the absence of support from his/her parent organisation. Perhaps this was also the case for the other participants.

Aspects Liked

The respondents were asked the question “What aspects related to the DIKLAT ADUM programme that you like?” and they revealed two main kinds of aspects they liked about the year 2000 DIKLAT ADUM programme. The first comprised those aspects related with baseline standard required for a

healthy atmosphere in organisations, such as solid social relationship among participants, promotion of respect towards others' opinion, experience sharing and solid teamwork among participants. These four aspects appeared to be the ones they liked most.

The second consisted of some aspects connected with learning subjects and the nature of activities in which participants were required to be actively involved. The learning items they liked were strategic planning, leadership theory and application, outbound activities as well as paper writing. The participants appreciated the activities like group discussion, paper presentation and simulation on problem solving and fieldwork. Overall, the participants liked the socialization aspects as well as the gaining of skill aspects of the programme.

Aspects Disliked

The participants were asked the question "What aspects related to the DIKLAT ADUM programme that you do not like?". There were a reasonable number of respondents who wrote that there was nothing they disliked about the programme. In response to this question most respondents suggested two areas for improvement:

- 1) Professional training of the '*widyaiswara*' (teachers); and
- 2) Programme management.

Professional training was suggested in the areas of teaching methods, current curriculum, communication, relationship skills and content areas. In the second area of programme management, participants drew attention to maintaining and improving areas such as scheduling, physical facilities and administration of module materials. Other comments in this section included some participants' observation of competitiveness and hesitancy in writing resumes of their lesson materials.

Unexpected Aspects

Approximately 80 percent of the respondents answered the question “What things you experienced in the DIKLAT ADUM programme that you did not expect?”. Analysing the answers to the question regarding any aspects that were beyond the participants’ expectation, the present researcher found the following:

First, participants realised that their social relationships were strongly bonded. Second, they found that certain lessons, such as the outbound activities, exercises on SWOT Analysis and paper writing on organisational improvement planning were useful and enjoyable. One respondent said, “the sense of solidarity among the participants was so high that the farewell dinner became a sad touching moment for me.” Another respondent commented about the outbound activities, “I haven’t heard about the outbound [activities] before. It is very good and useful for me to practice leadership skills I learned at school.” Third, the suggestion of maintaining professional development of the teachers. Fourth, programme management with more consultation with participants.

As can be seen from this analysis, responses to “unexpected aspects” reflect responses to section on “aspects liked” and “aspects disliked”. Further elaboration will be found in respondents’ comments in the section “responses to interviews”

Suggestions for Improvement

The responses to the question “What are your suggestions for the betterment of the future DIKLAT ADUM programmes?” were categorized into four main aspects of the programme development. The prominent aspects that needed improvement were: 1) teachers’ competency and capability, 2) curriculum, 3) living and learning facilities and 4) programme management. The list was made in the order of frequency, from the most to the least frequent.

Basically, the participants grouped the teachers into two types. They were young-aged innovative teachers and old-aged bureaucratic teachers. Most participants suggested that the latter not being employed anymore and that younger and more innovative '*widyaiswara*' being recruited. Technically, it was the teachers' competency and capability that needed development, especially in the areas of substantive knowledge, personal relationship and teaching skills. The other aspects that needed attention of the teachers were coordination among themselves and team-teaching skills. Some participants also hinted at teaching materials that should be up-to-date and more focused on practical exercises. A good example given was a deeper discussion on SWOT Analysis.

Regarding the curriculum of the DIKLAT ADUM programme, the respondents indicated that it needed reviewing and development. The participants wrote that the curriculum content should be reduced and more focused on leadership and management skills improvement. For example, the problem solving skills (practiced in outbound activities), leading meetings, giving presentations and others to be given more attention. The respondents suggested that the time for outbound activities and for paper writing on organisational improvement plan be added. A few respondents noted that a reasonable amount of time should be allocated for different new lessons like work ethics and independent learning promotion instead of those on the theory of leadership and management.

The third aspect essential for the betterment of the DIKLAT ADUM programme was related to living and learning facilities. The participants seemed to be more concerned about the former rather than the latter. The present researcher assumed that it was due to the fact that the respondent felt the problem regarding the accommodation was worse and intolerable. Besides the improvement of accommodation, some participants suggested that regular medical checking carried out. They, however, did not give any reason why regular medical checking was needed.

The respondents perceived that the programme management was also an important aspect of the programme to be enhanced. The aspects related to this area were coordination of teachers, programme schedule and regulation enforcement. Programme administrators were advised to coordinate the teachers better so the teaching materials would not be too overlapped and a simple problem like the time vacuum caused by a teacher's absence would not happen. Regarding the programme schedule, the participants wrote that any schedule changes should be notified verbally and in writing (i.e. revised schedule) as early as possible. The administrators were also cautioned to enforce the regulations affecting all concerned, such as participants, teachers and programme organisers. The participants perceived this helpful for supporting their discipline during the programme.

General Comments on The DIKLAT ADUM Programme

Responses to the question "What are your general comments on the programme?" seemed to generate two different issues. They were related to 1) target of the DIKLAT ADUM programme and 2) de-motivating factors for the participants.

The former was about what type of people should have sat in the programme. Some participants stated that the programme was more suitable for civil service that are already sitting on structural positions and are really potential leaders. A respondent wrote, "There are so many things irrelevant with my job as a staff member. The programme should be only for structural position holders not for a staff member like me." Another respondent noted, "Civil servants who have ability and have the potential to become leaders will benefit a lot from the programme." Many respondents expressed similar comments as this. They altogether showed the present researcher the participants' pessimistic views about the immediate effect of the programme on their career development.

Some comments about the programme revealed a factor that de-motivated and discouraged the participants to do their best in the programme. It was the existing assumption that all participants would eventually pass and get a certificate at the end of the programme. A respondent commented, "Study seriously or not study at all in the programme would not make any difference for us. We would get the certificate, anyway." Another respondent noted, "I don't think my institution has any expectancy that I get high grade in the programme." The present researcher believes that the prime issue that came up in this situation was the lack of motivation in the participants. Many possible causes could be internal or external factors of the programme organisation.

Emergent Themes Explored

The responses to the nine open-ended questions of the survey described in the previous parts seemed to show the present researcher roughly a thorough picture of the DIKLAT ADUM programme. Some aspects have arisen from the responses. They seemed to need more investigation in order to provide a meticulous illustration about the programme. The aspects were: 1) selection process of the participants, 2) added values of the programme, 3) curriculum, 4) teachers' proficiency and competency, 5) tests and evaluation, 6) programme management. These aspects were explored further in the interviews with the participants. Basically, the questions inquired were:

1. On what basis were you selected to join the programme?
2. What personal added values did you get?
3. What added values did your institution get?
4. What contents do you think the programme should be more focused on and why?
5. What are your comments about the teachers?
6. What are your comments about the tests and evaluation that you went through during the programme?
7. What are your comments about the programme management?

The description of the participants' responses to the interviews was presented in the next section. The emergent themes above were used as the headings of each part of the description.

Responses To The Interviews

This section will cover results on responses to the interviews, highlighting what some Interviewees said in each of these sections. For the purpose of anonymity, no single Interviewee will be identified.

Selection Process of The Participants

When speaking about selection process of participants of a programme, we definitely speak both about the human resource management system working in the participants' host institutions and the entry requirements of the programme itself. As described by nine respondents interviewed, the selection process of the DIKLAT ADUM programme participants started in the government institutions. The institution inventory their staff members who have minimum qualification required by the programme¹⁰ and then sent them to do an entry test to the programme. The civil servant who is already sitting in a structural or functional position does not have to do the test. Afterwards, it is the authority of the programme organiser to select and call the candidates for the programme's participants.

There were evidences that this process of selection was not effective. For example the fact that the selection done by the government institutions was not based either on need assessment or work performance but merely on seniority, hierarchical rank and loyalty. An Interviewee said about this:

¹⁰ The qualification required to attend the DIKLAT ADUM programme is Civil Service with Rank 3b for those sitting in structural positions or Rank 2c for those sitting in functional ones. The equivalent of ranks are as follows: High School Graduates with 0 years working tenure = Rank 2b and Bachelor Degree holders with 0 years working tenure = Rank 3a. They progress automatically up the promotional hierarchy every four years. The ranks go from 2b up to 2d, from 3a up to 3d, the highest rank is 5d. (BAKN, *Buku Pedoman Kepangkatan PNS*, 1974, Indonesia).

I think the basis of the selection was on the rank order and maybe also on our good behaviour at work. ... This should be reviewed. I mean... the participants' eligibility should be re-examined. So far performance at work was not included in the requirement.

Another Interviewee commented in regard to the selection process,

It should be strictly implemented. In the sense that the institutions should send their employees based on a priority, I mean... those who are the real candidates for leaders as listed in an institution's master plan should be prioritised. ... I see that active participation in the DIKLAT ADUM programme seems to require quite long years of tenure and experience in being involved in any kind of organisation.

The existing process of selection partly caused some of the participants' lack of motivation. As an Interviewee asserted regarding the matter,

I understand there were two factors that caused some participants to feel unmotivated. First, they failed to benefit the programme even for their own sake and purpose and second their feeling hopeless for getting a promotion soon after they finished the programme. Therefore ... the selection process should be improved. ... the host institutions ... should send potential candidates for leaders who have high capability.

The above statement shows that there are three conditions that should have been met in order for the participants to feel motivated and try to get as many benefits as possible from the programme. The conditions are a) the participants are capable, b) promotion is the reward, or otherwise, c) the participants possess strong personal goals that can drive their spirit to perform well in the programme. Relating to the matter of motivation, an Interviewee implied his own lack of motivation in a remark about any special experience that he got from the DIKLAT ADUM programme, "Nothing special actually. It was just like other programmes I attended before. Has no effect on my career".

Similarly, the process of selection practiced by the West Java Provincial Education and Training Agency, the DIKLAT ADUM programme organiser was perceived to have a weakness. This was indicated by the fact that in a class there was a very wide range of participants, in the terms of age,

educational backgrounds and work experience. Some Interviewees expressed their concern about this matter and thought that the range was too wide for the teachers to manage the class effectively. An Interviewee, for example, remarked,

...the gap of education level and work experience between some participants and others was very wide ... I mean there was a wide generation gap in the programme and the teachers could not really handle this situation so that I saw this became something that disturbed the teaching and learning process.

Another Interviewee explained about this matter when asked to give general opinion about the programme,

... the participants of the programme varied greatly in terms of age and education. Between 30 and 50 or even 55 at age. Doctorate, master, bachelor degree and undergrad. diploma or even high school graduates. The range was so wide. You can imagine how hard for a teacher to handle this. Of course they [the teachers] would think that lecturing was the best method.

It is factual that a problem in class management eventually causes most teachers to end up with giving lectures and 'spoon-feeding' students with the curriculum. These methods were considered to be ineffective as they merely made participants inactive, feel bored, sleepy and uninterested. The present researcher assumed that this was the reason why an Interviewee preferred the sessions on work project writing to the classical activities as he implied,

There should be more work project writing activities in the programme so that the participants could learn more from what they wrote. There were so many things the teachers gave us to learn and I myself have forgotten most of them.

It seemed that work-project writing was able to make the participants stay awake all day and learn about something, which the lectures could not.

Added Values of The DIKLAT ADUM Programme

An effective education and training programme would certainly generate some new values that the participants could adopt. The programme would also stimulate the values in the learners' repertoire so that they are aware about their use in practice. These added values are specific for each different

programme dependent on its goal but generally are important for the performance improvement of the learners and eventually of their organisation.

The pre-eminent added value perceived by the Interviewees to have been obtained from the DIKLAT ADUM programme was the experience in informal networking. The experience was personally and organisationally beneficial. This perception was represented by the replies given by two Interviewees. One said, "The most valuable thing for me was the chance to meet with many people from many institutions ... and we could exchange information. This is useful for inter organisational relationship." The other said,

... I met many friends from other institutions with many different levels and fields of educational background. ... honestly, I got so much knowledge from informal talks with them outside the classroom during lunch or dinner. ... I got so much information about functions and duties of central government offices located in Bandung.

Relating with added value in terms of knowledge of management and leadership, it seems that there are contrasting perceptions of some participants to others. For example, one Interviewee stated, "...I found many new things [about management and leadership] in the programme that I think I could use as guidelines in doing my work ... so that [my] work can give a better result and can be meaningful." On the other side the other uttered,

Frankly speaking, I did not get anything new from the programme, especially in terms of knowledge. ... for me, the DIKLAT was the arena to transfer my experience in solving problems at my working place to case studies assigned in the class...Yes, my work experience helped me a lot to do well in completing the exercises in problem solving.

The contrasting views show the present researcher that the added value in term of knowledge is dependent on the level of education and on the organisational experience. The higher level of education or the lesser organisational experience of the participants the lesser added value in knowledge acquirement is perceived to have obtained. These were shown by the statement of one Interviewee, "I got the knowledge and skills on

management and leadership when I was studying for my master degree. Nothing new in the programme,” and of another Interviewee, “Maybe because the institution I work for deals a lot with strategic planning, I found so many things valuable to apply.” The programme was proved to give structural position holders a value as implied by an Interviewee,

... temporarily I have the authority to do the jobs of a head of a unit. Therefore, I have the opportunity to apply the knowledge I got in the programme. For example I can give my colleagues guidance in solving their work problems.

In terms of non-management knowledge and skills, the programme was considered to be valuable. An Interviewee affirmed, “I think I got so much information about new government policies regarding regional autonomy. I also understand more about our roles as civil servants and about our position as administrative bureaucracy.” Another Interviewee also shared what others had said, “I heard some participants saying that the programme was valuable as they found a lot of new knowledge and it [the programme] helped them practice to be confident in expressing ideas”.

The perceptions of the added value seem to be strongly connected with the curriculum. The present researcher believes that the broader the curriculum the lesser the participants will learn. Her finding on the curriculum of the DIKLAT ADUM programme is described in the following part.

Curriculum

The general impression obtained from the interview was that the curriculum covered in the programme was too broad and overloaded. The Interviewees agreed that when compared to the length of the programme their learning was not enough. There were too many overlapping learning materials. One Interviewee commented about the curriculum,

Actually there were so many learning materials but I think substantially they just have similar content. There should have been lesser materials but deeper discussion on them. An example I can give is the lesson on work project. The time allocated for the lesson was too little. We needed much more time for preparing

the writing of the report so that it was not done just for the sake of the assignment completion but for the applicability and the meaning of the writing. ... In my opinion, the lesson is very important because it reflects our real work life in which we are required to make and realize work plans and proposals in line with the organisational functions and duties. In the DIKLAT ADUM programme I attended, however, the process was not discussed deeply due to the time limit.

In other words, the participants perceived that the allocation of time for important subjects was not sufficient. The time for the subjects seemed compressed in order for curriculum to cover many things and for participants to learn a lot of things.

The subjects given in the classroom were also too general and theoretical to enable the participants apply them in their workplace. They thought that the theories and facts should have been only included in the learning modules from which the participants could read. Therefore, the classroom sessions could have been used for further and deeper discussion on actual issues and for exercises on case study and problem solving. One Interviewee commented on this matter,

I think there were too many theories given in the programme. Almost all of the time was used for that ... only a little time was for doing fieldwork or case studies. We actually have learned the theories at the university or else we could have learned them by reading. So in my opinion there should have been more discussions and exercises because in our work the problem is much more complicated ... we cannot solve a problem by merely applying a theory but we must do a lot of practices.

The reading assignments would have been very useful and made the lessons timely efficient for what the participants needed was something to refresh their memory. However, the participants perceived that instead of the readings it was most of the activities in the programme that refreshed their knowledge. An Interviewee said about this, "... it seems the programme merely refreshed my knowledge...." and another Interviewee confirmed, 'In terms of management and leadership skills, I think I got more in the

university. Maybe the programme was only to reinforce more ... like in activities on group work and individual work project”.

Regarding the subject matter, the Interviewees agreed that several of them were specific enough, some were too general and some others were too technical. Apart from outbound activities, field study and report writing, the subject matter like leadership, change management, accountability, strategic planning, decision making skills, SWOT analysis and reinventing government were considered suitable for the DIKLAT ADUM Programme. Therefore, some more considerable time needed to be allocated for deeper discussions and practical exercises on the subject matter. However, in order for the curriculum to be effective it should be supported by the teachers' proficiencies. The issue of the teachers' proficiency is covered in the following part.

Teachers' Proficiency and Competency

The effectiveness of a curriculum is dependent on the capability of teachers to deliver the subject matters. The responses to the survey described previously highlighted the need for continuing professional development of teachers.. The interviews backed up the finding. For example, one Interviewee said, ‘Some ‘*widyaiswara*’ [teachers] did not seem to know about what they were talking about. In the classroom they always avoided deeper discussions on their subject matters.

Some respondents commented on teachers' selection of inappropriate teaching materials. One Interviewee stated,

...most of the cases given in the classroom were not related to the problems met by the central government institutions, from where most participants came. We could not do the case studies properly as we did not know the problems well. The cases should have been about problems relating to supervision and facilitation.

The Interviewees also focused on some teachers' need for upgrading teaching skills. One Interviewee said, “I saw some teachers were not too

boring, but some others did their job clumsily". Again, another Interviewee commented, "... they [the teachers] thought that lecturing and spoon-feeding were the best way of teaching in the programme" These statements strongly imply the need for upgrading their teaching skills.

The Interviewees commented on teachers' behaviour both inside and outside the classroom. As an Interviewee spoke about them,

They did not seem to realize their roles as teachers or facilitators or models. They behaved in the class just like bosses whose words were the most correct and should be followed. They did not like being argued. They tended not to listen to the participants' opinions and used their power when cornered.

Another Interviewee said,

They spent half of the lessons only telling their good old days that was mostly irrelevant to the subject they were giving. ... They had shallow views. Maybe they were not willing to develop their knowledge as they were resigning soon as teachers¹¹.

From the description above, the present researcher saw some possible reasons for the comments above. They were a) the need for the teaching background of the teachers, b) their background work-life experience and c) their motivation to develop. These three factors, to a certain degree, influence the way the teachers deliver their materials and the way they behave towards the participants.

The academic and personal competency as well as teaching proficiency of teachers would certainly have an effect on the participants' progress in learning. The progress would be recognized through certain ways such as test or assessment and evaluation. The participants' perceptions of any tests and evaluation they went through was described in the following part

¹¹ It is common among high-ranked government officers to convert from structural to functional positions as '*widyaiswara*' some years before their resignation due to their age.

Tests and Evaluation

The interviews revealed that there were two types of tests and two kinds of evaluations they had to complete before, during and after the programme. Besides there was also an evaluation that had to be done by every teacher, an evaluation on the participants. The pre-test was done before the programme and the comprehensive test was after the curriculum was finished. The kinds of evaluation were programme evaluation, teacher evaluation and participants' evaluation. The evaluations were accomplished using survey questionnaires. The participants completed the questionnaires on programme evaluation right at the end of the programme. The evaluation on teachers and participants were done after each subject matter was covered.

All the Interviewees claimed that they did not see much significance on the tests completed. This was due to both the lack of feedback and information on the test results. Consequently, the participants had little idea at all about their progress and achievement. One Interviewee commented,

Pre-test and post-test were given but we were not informed about the results so that we did not know about any progress we achieved during the programme. ... at the end of the programme we received certificates in which a grade, A for very satisfactory or B for satisfactory, was printed.

The present researcher detected some possible background to the above. They were that the programme implementer 1) was unaware of the importance of the results to the participants, 2) was unaware of the importance of the tests as there were other factors of evaluation or 3) was unaware of the importance of feedback or had other priorities in mind. A statement given by one Interviewee tended to point at the second factor. She/he described that the programme organiser played a role in building the wrong image about the tests:

... regarding learning assessment, it seemed to me that the programme implementer itself did not consider the tests important as they helped build opinion among the participants that they would certainly pass the test whatever the performance was.

Therefore the tests were considered as merely a formality instead of as measuring tool of learning progress.

It is important to note that it is an administrative training programme rather than a university academic degree programme.

Meanwhile, another Interviewee gave a general comment on the tests. She/he seemed to imply the professional incapability of both the teachers and the organiser:

The tests I followed, in my opinion, were not integrated but isolated. They focused more on product rather than process. It was evident that we did not get any useful comments on our performance in the programme except the grade printed in our certificate. Our progress in the training was not qualitatively informed, ... my performance was only indicated by a phrase like very satisfactory.

In this case, the feedback would have been helpful for the participants to improve. The definition of each grade could have been more specific for the participants.

Regarding the participants evaluation, which was done by every teacher at the end of each subject matter, the Interviewees agreed that they did not know the criteria of evaluation used. Therefore, they thought the evaluation was very subjective. Consequently, it was perceived that closeness to the teachers and administrators that determined the grade. Confirming this, an Interviewee asserted, "I do not think I saw any use of the participants' evaluation ... , I mean I personally do not understand on what criteria the evaluation was based." Another Interviewee notified:

There should have been clear indicators of the success of leadership training. ... I supposed the indicators were our capability of giving presentations and our attitude during the programme. The evaluation was not based on observation but on the closeness to teachers, administrators

The present researcher believed that the negative perceptions of the participants evaluation were generated by the fact that the criteria of

evaluation was not clearly explained to the participants or else it was indeed due to the absence of clear criteria.

The participants were also to complete a questionnaire on the performance of teachers at the end of every subject matter. Despite the dissatisfaction about the academic and personal quality of some teachers, the Interviewees admitted that they did not reveal the feeling strongly in the response to the questionnaire. Their reason had been human factor consideration as an Interviewee said, "I think there was no need to give the teachers negative comments. Time cures. I mean... the incompetent teachers were going to resign soon anyway and be replaced by younger and more qualified teachers." Meanwhile, besides supporting the above statement, another Interviewee gave a suggestion about a more objective assessment of teachers:

In assessing the teachers, we often used human factors as the consideration. We will feel sorry if the programme manager leaves and never uses the teachers anymore because of our negative report about their quality. However, during the training I never saw the administrators doing the teachers evaluation by doing classroom observation. I think it will be good if the programme organiser completes the observation. The result will be objective and factual.

The present researcher believes that, besides the human-factor, ethical factors also contributed to the consideration in assessing the teachers.

Programme Management

The effectiveness of a programme was also contributed by the way it was managed and administrated. In this part, the information from the Interviewees about the DIKLAT ADUM programme was used to verify and clarify the data obtained through the open questions of the survey. As indicated in the previous description of the responses to the survey, the interview drew the researcher's attention to three weak aspects of the programme management. They were a) supervision and coordination of

teachers, b) discipline enforcement and c) living and studying facility provision.

The need for improved supervision and coordination of teachers seemed to be displayed by some facts revealed by the participants such as the late coming of the study guide modules, the sudden changes of schedule and the overlapping teaching materials. Divulging the first fact, one Interviewee considered taking the programme to a more professional level. For example, in the matter of study guide distribution materials should always arrive before or in time for the session. An Interviewee explained that the changes of the schedule happened frequently and always suddenly and the fact disturbed the participants:

We were never informed well in advance about the changes in schedule and the absence of a lecture. This really disturbed us. We felt upset inside especially when we had to study until late in the evening. I'm sure that the lessons were not effective at all as we were exhausted.

The second fact of sudden classroom timetable changes, showed in the above statement, obviously demonstrated the need for improvement of the programme administrators in doing supervision and coordination with the teachers. The managers should have closely monitored the implementation of the programme plan with the teachers so that any changes could be anticipated earlier. The issue of overlapping teaching material was also raised. This was spoken by an Interviewee, "... some lessons were monotonously repetitive of some others. For example, the theory about management processes like POEC [the abbreviation of planning, organizing, executing and controlling]." It seemed that the administrators did not facilitate the coordination among teachers or supervise the curriculum implementation by them. Consequently the unreasonable overlapping of materials was undetected.

The Interviewees also perceived the lack of discipline enforcement. They perceived that the lack of regulation enforcement by the administrators had a

great negative effect on the participants' motivation to be self-disciplined. One Interviewee stated about the matter:

I saw that the administrators and staff members did not seriously enforce some regulations. For example, most participants broke the rule that the participants have to stay in the condo during the programme in progress but no correction or penalty was applied. This led the participants to break other rules.

It needs to be noted that there are cultural norms in Indonesian society and these may reflect these norms.

It can be, that the tolerance of the rules and regulations breaking seemed to be counter-productive of the programme. An Interviewee commented:

... it is ironic... the candidates for leaders who in the future should enforce the government regulations were not trained to practice enforcing a small regulation like that [doing the morning physical exercise].'

In other words, one of the objectives of the DIKLAT ADUM programme that is to prepare high quality leaders was affected by the weakness of the programme administrators in enforcing regulations.

The Interviewees reflected on professional management of the programme as well when they talked about the learning and living facilities provision. All Interviewees made the claim about the improvement of facilities for studying and living. Two examples were:

the accommodation was poorly managed. We had to share a room with other six participants so that there was no space or decent atmosphere for doing reading or studying. Moreover the condition of bedroom, bathroom and toilet was unfavourable.

and:

... the provision of learning facility really needed serious attention from the management. For example, at least one computer for one working group is provided for finishing the work project report. This could avoid the participants to leave the location too often. Another example was the opening hours of the library should be extended during the report writing days. This matter was brought to a discussion in the first week but there was no follow up.

The matter seemed to be overlooked by the management and considered unimportant as the other goals took precedence.

In sum, the present researcher believes that the attention to facilities as well as of the management intention to address this problem would motivate and encourage the participants to follow the programme seriously.

G. SUMMARY

Chapter four was the answer to the research's first objective; that is to assess the content of the DIKLAT ADUM programme within the view of its participants. The chapter comprised a description of the research findings and the analysis. It consisted of three brief overviews on the context of the programme and two sections of research results presentation.

The quantitative data revealed some facts about the DIKLAT ADUM programme under study such as the participants' profile and their attitude towards the programme. The participants who attended the programme were in similar proportion between position holders and staff members. The quantitative data provided a general understanding about the respective programme. Generally the participants perceived the programme as satisfactory. The impact most appreciated was on the participants' advancement on work ethic, especially on their awareness of the importance of putting respect to others' opinion or perception. The impact on management and leadership skills, on the other hand, was perceived as the least appreciated. This was due to several issues occurring in the programme.

The qualitative data that was used for crosschecking the quantitative findings made clearer the need for programme improvement. The analysis of the data focused on the exploration of some emergent themes relating to the critical

issues identified in the programme, such as selection process of the participants, the programme's added values, the programme's curriculum, the teacher's professional, tests and assessment and programme management.

In short, both the quantitative and qualitative data and the analysis provided a thorough description and a complete picture of participants' perceptions of the DIKLAT ADUM programme. In order to enable the researcher to achieve the second and third objectives of her study, which are to provide realistic recommendations for the programme's improvement and to present a robust model for the evaluation of future DIKLAT ADUM programmes, a comprehensive discussion on the identified issues of the programme is presented in chapter five.

CHAPTER V

DETERMINANTS OF

THE DIKLAT ADUM PROGRAMME'S EFFECTIVENESS

A. INTRODUCTION

In the previous chapter, the present researcher described her findings about the DIKLAT ADUM programme participants' views on the programme content. The findings present evidences for answering the research question, 'how effective is the performance of the DIKLAT ADUM programme, with reference to participants' perception?.' The description of the findings gives illustrations about the programme with respect to its participants' opinion and it is in fact the first objective of the study, 'to find out the participants' perception on the content of the DIKLAT ADUM programme.'

Unlike the previous chapter that provides information about the DIKLAT ADUM programme within the perspective of its participants, this chapter contains a comprehensive discussion on some determining factors of the programme's effectiveness. This chapter is aimed at building a framework of essential ideas compressed from the findings. This may facilitate the realisation of a sound understanding about the 'what', 'why' and 'how' of the programme. Therefore, some logically appropriate, reasonable and relatively applicable recommendations for the improvement of the programme can be presented. This is definitely the second objective of the study, 'to provide recommendations for the improvement of future DIKLAT ADUM programmes.' Eventually, the chapter is expected to build up an idea of the best programme evaluation model for assessing the programme, which is the third objective of the study 'to generate a solid and reliable model of programme evaluation'.

B. DETERMINING FACTORS OF THE PROGRAMME'S EFFECTIVENESS

In this section some factors that influence the effectiveness of the DIKLAT ADUM programme are discussed in a way that the present researcher could come up with the core issues as well as their possible solutions. Accordingly, similar problems could be anticipated in the implementation of future similar programmes.

The principal ideas identified in the research findings are those that relate to some factors that have a strong effect on the effectiveness of the DIKLAT ADUM programme. The factors among others are: 1) work culture, 2) motivation, 3) teachers' competency, 4) programme organisation and 5) assessment and evaluation. The five aspects are closely interrelated meaning that each element could be a cause and effect of the others or that one's quality could be a pre-requisite of the others'. Within the context of the programme studied, each aspect is explained and discussed comprehensively in the following parts. The discussion begins at a practical level then goes on to a conceptual level and finally draws on the present researcher's philosophical thinking.

Work Culture

A critical study of the responses both to the survey questionnaire and interview presents an indication that generally there are two groups of opinion on the DIKLAT ADUM programme. The first is represented by a large group of respondents and the second is by a reasonably small number of participants.

The first group by and large expressed the positive things about the programme. However, they did not convey a strong opinion except about the attitude of some teachers towards them and about the fact that so far the programme has not yet had any impact on the participants' careers. Their tendency to choose 'agree' and 'disagree' rather than 'strongly agree' and

'strongly disagree', for example, shows their moderate views about the programme. The group opinion of the programme is more or less summarised as follows: basically, the programme is effective and useful. In terms of the programme management and administration, it was generally satisfactorily implemented. Despite the inapplicability of the managerial and leadership skills and knowledge in the workplace due to the participants' position as staff members, it introduces and teaches many new ideas and knowledge in the field of public administration as well as organisation and management. The DIKLAT ADUM programme has a good effect on the participants' attitude towards their job as civil servants. They feel more confident and capable in certain aspects, such as team-working, informal networking, and solving their own work problem. Two aspects of the programme that need enhancement are teachers' skills in delivering teaching materials and the accommodation facilities. In other words, the perception of this group on the programme indicates that the DIKLAT ADUM programme participated in year 2000 is satisfactory, successful and worthwhile.

Conversely, the second group of opinions reveals a reasonable amount of the programme weaknesses. For example, the absence of some most important and crucial points relating the curriculum, the teachers' competency, the programme management as well as the programme outcome is pointed out. The indication of the weaknesses leads to a conclusion that the DIKLAT ADUM programme is not really effective. The objective of the programme that is basically to prepare qualified and capable leaders is undoubtedly unachieved. As the programme costs the government a fortune, the matter becomes a great concern of the small group considering the current critical state of the economy of the country. Although it is only a small minority of participants that represents the second group perceptions, the views are expressed in lucid and reflective explanation with sound and logical reasons. Moreover, the recommendations they offer for the programme improvement are quite rich and rational. Therefore their accounts are more acceptable and realistic.

Comparing the opinions of the first group with the second's, a strong impression is gained that the majority of participants are quite submissive. Mild and indirect expression of feelings and opinions about the programme are quite dominant. Their views are so moderate that they blur the real facts about the programme. In simple words, it can be said that the majority group is trapped in a tradition in which uncritically accepting and mediocrity are embedded. These sustained characteristics of Indonesian civil service to a certain extent are influenced by the culture shared within public sector institutions, which by itself has a strong historical background.

Indonesian civil service is basically qualified people selected from reasonable numbers of educated citizens who applied and competed for the jobs. They have been successful in passing through the tight competitive selection process. Thus, it is logically comprehended that the people selected as candidates for civil service are reasonably qualified. In short, new civil servants must be kind of people who are enthusiastic to build and extend skills and knowledge on their interests. They generally possess ideal ideas of their personal and organisational performance. They might also be keen to do their best in order to realise their ideas. These personal qualities change gradually along with time. However, the culture upheld by the government organisations seems to be counterproductive towards the preferable changes.

It is argued in chapter two in the literature review that work culture strongly influences the attitudes of employees towards staff development programmes. This argument seems to be proven in the present study. The attitudes of the majority group of the participants towards the DIKLAT ADUM programme reflect certain shared culture of Indonesian civil service. The shared culture is certainly groomed by the respective government organisations.

Looking back to its history, the Indonesian civil service appears to be retaining the strongest values inherited from Dutch colonialism and enforced during the independence era. They tend to place more emphasis on the

interests of the group, particularly their political group, over the individual. Therefore, they do not want to be held individually accountable for decisions and outcomes. They are also more comfortable with a hierarchical organisation structure in which leaders or managers have to make decisions themselves rather than seeking to reach a consensus. Consequently, these values lead the subordinates to adopt habits of being submissive and compliant. They feel it unnecessary to question any decisions made by superiors, as they believe that a critic may cause them to “lose face”. Amongst most Indonesian civil servants, embarrassing others especially those in leadership positions or allowing them to lose face is still considered a taboo as such behaviour is against their values of devotion. In short, understanding the history of the Indonesian civil service is necessary for comprehending the message hidden behind any statements or perceptions given by them. For that purpose, the historical background of civil service shared culture is altered in the following part.

Indonesian Civil Service and The History of Shared Culture

The background of the common culture shared by the civil service can be traced in the Indonesian history, starting from the Dutch colonialism, the Japanese occupation and the era of the presidency of Soekarno and lastly of Soeharto. Such historical background is described below.

Historically, the root of Indonesia's civil service came from one of the elite groups existing in the country that was basically against the colonialism both of Dutch and Japan. It was the group of traditional elite of Java, called the *priyayi*, that saw the key to national resurgence in a revitalisation of the older traditions of the Indonesian archipelago. They hoped that the removal of the Dutch colonials would make their ideas for the recreation of the glory and prosperity of the early Javanese kingdoms realised.

Notwithstanding, when the independent kingship in Java, for which the *priyayi* worked before the colonial came, was eliminated, the group turned to the Dutch and worked as the colonial subordinates. As Cribb and Brown

(1995, 154: 11) state that "... these aristocratic administrators had shifted their allegiance to the Dutch, becoming the principal Javanese agents of colonial rule. The Dutch in turn encouraged them to present themselves to their subjects as minor sovereigns ...". This group and their children had privileges to western education and, eventually, to the jobs as government officials although only as subordinates. In schools they were taught to be self-confident and trained to obey rules in the society without questioning why (Surjomihardjo, 1978). As bureaucrats, they became identified with authority and therefore gained in personal status among indigenous people.

During the three-year-Japanese occupation, the Dutch era bureaucracy had opportunities to sit in the higher level posts vacated by the Dutch. Nevertheless, the very poor Japanese administrative system led the country to a critical condition in which starvation and brutal treatment spread throughout Indonesia and gave the civil service opportunity to be corrupt. Under the circumstances of a critical shortage of consumer items, the "bureaucracy learned enduring habits of corruption, made possible by the tangle of Japanese wartime regulations and necessary by the steadily declining standard of living in Indonesia." (Cribb and Brown, 1995: 14).

During the occupation of both Dutch and Japanese, the aristocrat bureaucracy grew and extended a belief that success came along with devotion. They passed the belief from generation to generation through examples despite the changes of the authority. As Legge (1964) stated, 'From the older *priyayi* came the standards of behaviour and service that set a pattern to be emulated by many of the new and younger public servants'. Niel (1960) confirmed, "They [the *priyayi*] set the example of devotion to duty that came to characterise most Indonesian civil servants, and they placed this devotion above any particular group or ideology which controlled the political institutions of the country."

The values were maintained and misused during the era after independence, both under the reign of Soekarno and Soeharto, the former presidents of the Republic of Indonesia, for the benefits of their political interests. Civil service

became a centre of power in Indonesia. The recruitment, replacement and transfer of top-level civil service were carried out not for their competency but for their political loyalty. As Feith (1962) described a political party in power in 1954, "Many of the personnel changes that the cabinet introduced were primarily efforts to achieve power entrenchment within the government service." This practice was then followed by those in various lower levels and was executed for several decades. It was hardly avoidable that personal relationships and blind devotion to a reigning political party became the requirement to succeed in a political career meaning a success in the career as civil service, particularly during the New Order era (Legowo, 1999). Competency and capability were considered the number second or even the third in requirements for success.

A Link Between the Shared Culture and the Participants' Attitudes

Considering the historical background of the civil service, it is comprehensible that most of the participants consider the DIKLAT ADUM programme satisfactory and quite effective. They are not aware of some serious weaknesses contained in the programme. In other words, the work culture in which they are groomed, to a certain extent, has blunted their thinking and resulted in their persistently being mediocre. This fact obviously becomes one of the obstacles to the effectiveness of the programme itself if it is not attended to seriously and critically.

As illustrated previously, the values of loyalty, devotion and the importance of closeness to power within the Indonesian civil service are overpowering. The values eventually form certain negative attitudes amongst the civil service like less concern about professional development not practising critical thinking and lack of awareness about standard of work performance. These are the main causes of the government passiveness or slowness to response to the need of change. Baker, Soesastro, Kristiadi and Ramage (1999: 8) explained their finding:

Many government and government-connected institutions have been rather passive or even defensive in their responses, adapting to changing external circumstances only to the degree

necessary to continue performing their functions or to sustain their position.

The finding challenges the country to discover qualified candidates for its future leaders. One of the attempts could be through the implementation of effective education and training programmes that focus more on sharpening critical thinking of real leader candidates. This has wide implications for the effectiveness and responsiveness of government and government-connected institutions in Indonesia.

In this case, the DIKLAT ADUM programme is very strategic and in order for the programme to be effectively achieving its objective regarding the programme outcome, it should include practices on reflective thinking on the shared culture itself in particular. Instead of being directed to feeding the participants with a lot of knowledge on theories of public administration, management and leadership, which actually they can simply learn from any other sources, the programme is to be aimed at building the participants' awareness about their shared culture. The participants are to be led to think critically and reflectively about their work culture. Therefore, any discussion is to cover all cultural aspects at the philosophical, conceptual and practical level. This eventually results in the participants' learning and obtaining deep meaning from the curriculum. Indeed, it will not be an easy task for the teachers and programme managers to complete. Therefore, an integrated and continuous staff development system both for the advancement of the administrators' and the teachers' capabilities and competencies is to be ensured.

Besides concentrating on the improvement of the curriculum and its delivery as well as of the administrators' and teachers' competency, the DIKLAT ADUM programme is also to focus on the participants' motivation to learn. The latter is a significant basis for the achievement of the programme's outcome and for the effectiveness of the learning process. The learning process can be monitored, improved and developed through the

implementation of an integrated and sound assessment and evaluation model. All above aspects are discussed in the following parts.

Motivation

In response to the survey questionnaire and interview, two primary motives of respondents for participating in the DIKLAT ADUM programme are detected. The first is a desire to increase knowledge and skills on management and leadership as well as on public administration. The second is an expectation of being promoted to a leadership position. Besides, two minor motives are also identified. They are a need for expanding social relationship and a need for developing self-esteem. The finding approximately corresponds to that of Strong, Silver and Robinson's (1995) research on students' motivation. They state that students who are engaged in their work are energised by four goals such as success (the need for mastery), curiosity (the need for understanding), originality (the need for self-expression) and satisfying relationships (the need for involvement with others). The extent to which the motives or the needs possessed by the participants/students determines their attitude towards an educational programme. Similarly, the degree to which their needs and expectations are fulfilled is the degree to which they perform in the programme.

As regards the desire to increase knowledge and skills on leadership/management and public administration, which can be categorised into an intrinsic motivator, there are some evidences showing constraints towards its optimum satisfaction. The facts, as shown in the responses, that the curriculum is overloaded, the theory-focused learning materials and the teachers' lack of ability to facilitate adult learning altogether hinder the effective cognitive learning of the participants. This condition makes the DIKLAT ADUM programme, which is the most strategic step towards preparing qualified government leader candidates, indistinct when compared with other ordinary programmes like education and training on office management, leadership, public policy analysis, and many more. In simple

words, the needs and expectations of the participants for knowledge advancement are not fully satisfied.

In respect to the second main motive, expectation to sit in a leadership position some time after attending the programme, which is categorised into an extrinsic motivator, it is admitted by the participants that their promotional prospects are small. As expressed by some participants regarding the promotion to structural positions, there is a strong indication that yet they are not going to get a chance to be placed in a position soon after their attendance in the programme. The programme is not a guarantee for a promotion as there are contradictory evidences found in the participants' host institutions. For example, there are many seniors who attended the programme some years ago but they are still staying as staff members up to the time the present study is conducted. In contrast other employees who have not yet attended the programme are promoted to leadership positions. This evidence is confirmed by the fact that the selection system used in Indonesian government organisations is based more on seniority rather than performance. Therefore, in brief, the incentive in terms of career development is obscure for the participants. Consequently the participants cannot be expected to perform or learn effectively in the programme. This coincides with Vroom's (1982: 261) statement:

The level of performance of individual workers is related to the extent to which they believe that their chances of receiving a promotion are related to their level of performance on their job and to the valence of the promotion. If workers are indifferent to receiving a promotion, or if they expect that their chances of receiving it are independent of their level of performance, they will perform less effectively than if they desire a promotion and believe that their chances of receiving it are directly related to their level of performance

While the two main motives are directly referring to the goals of the DIKLAT ADUM programme (see Chapter 4 Section C), the two minor motives, social relationship and self-esteem, are more psychologically or personally oriented. The latter, however, tends to be adequately satisfied as expressed by some participants in their responses to questions about the beneficial and useful

aspects as well as the unexpected features of the programme. The fulfilment of the need seems to lift up the participants' motivation to learn, at least from each other if not from the curriculum. Notwithstanding, the fulfilment of the need for social relationship extension and for self-esteem advancement is quite a common characteristic of every event related with staff development programmes. The virtue does not show the peculiarity of the DIKLAT ADUM programme as a leadership and managerial education and training for government organisations' leader candidates.

The failure of the DIKLAT ADUM programme to satisfy the mainly perceived need and expectation of the participants partly describes their attitude towards the programme. Lack of seriousness in following the activities and hesitancy in enforcing the programme rules and regulations occupy a significant number of participants. The phenomena is expressed by some interviewees in their responses to the question on the programme's effectiveness and emphasised by an interviewee in his comment regarding the general attitude of the participants.

Tracking the causes of such dispositions, the present researcher marks two other important areas of evidences highlighted by the respondents concerning the host institutions and the programme organisation. The evidence is connected with the organisational expectancy and standard of the participants' performance in the programme. Some participants, especially those that are still staff members, explicitly stated that they have no clear idea about what their host institution expect from sending them to the programme, whereas they are sure that promotion is not yet forthcoming. On one hand, they are aware that their participation is to improve respective knowledge and skills for performance betterment. On the other hand, their efforts to apply it is not facilitated. Therefore, it is understandable when they perceived that practically the knowledge obtained is not quite applicable. This evidence to a certain extent contributes to the participants' lack of motivation.

Likewise, as expressed by interviewees, the standard of participants' performance is not clearly set by West Java DIKLATPROF, the programme

organiser. The pre-test and post-test are unlikely to be designed and assessed based on a clear standard. Coupled with unclear programme objectives and goals, this leaves the participants with uncertain ideas of what to achieve or how well to perform. This fact discourages them to do the best effort for optimum learning and performance. By those facts described above the participants lack of motivation is justified.

The present study shows that the degree of participants' motivation has a great effect on the effectiveness of staff development programmes. Expected programme outcomes will hardly be achieved when learners have no strong motives and need that drive in their desire to learn and perform well. In an interview with Carol S. Dweck, a professor of psychology at Columbia University, Hopkins (2000) highlights Dweck's last statements about the power of motivation in learning. Dweck said that the power of motivation has been the most intriguing aspect in her 30 years of research. She found motivation is often more important than people's initial ability in determining whether they succeed in the long run. Dweck exactly stated, "By motivation, I mean not only the desire to achieve but also the love of learning, the love of challenge, and the ability to thrive on obstacles."

Motivation is defined as the direction, persistence and amount of effort expended by an individual to achieve a specified outcome (Blanchard and Thacker, 1999: 86). It becomes a significant basis for the establishment of life-long learning and of the seven leadership elements suggested by Cacioppe (1998) discussed in the previous chapter on literature review. Blanchard and Thacker argue that adults are motivated to learn when a) they need to know, b) they are ready to learn, c) the learning is relevant to their job, and d) the learning is of practical value. The need to know refers to the value of the knowledge to the learners and readiness to learn refers to the amount of pre-requisite knowledge the learners possess (i.e. length of work experience and educational background) as well as their self-efficacy (the belief in ones' ability to learn). These two aspects, the need to learn and readiness to learn, to a certain degree are possessed by the DIKLAT ADUM participants while the other two, the relevance and practical value of learning,

are moderately satisfied. Therefore, it can be said that the participants are quite intrinsically motivated.

The blend of both types of motivation, intrinsic and extrinsic within a person usually results in the person's long-lasting commitment to learning as found out by Sternberg and Lubart (1995) (cited in Strong et al, 1995) in their in-depth examination of the work of highly effective people. Although internal motivation is generally considered more durable and self enhancing (Kohn, 1993), unfulfilled external motivation has the potential for decreasing existing internal motivation if the latter is not constantly enhanced. In the case of the DIKLAT ADUM programme participants, the external motivation that is the promotional opportunity is more dominant and proven to be low. Consequently, in order for the programme to be effective the participants' motivation to learn needs to be boosted.

Some factors that significantly influence the development of internal motivation to learn among others are a sense of self-worth, competence, autonomy and self-efficacy (Lumsden, 1994). It is argued that establishment of caring and supportive learning environments can enforce these four factors. School culture, school leadership and classroom climate are the most effective avenues for engendering student motivation (Deal, 1987; Davis, 1989, and Lumsden, 1994). Concurrently, Blanchard and Thacker (1999) suggest that trainers are aware about resistance to learning that is to be anticipated and overcome due to the assumption that a programme's participants walk into training with well-developed cognitive maps.

In sum, the effectiveness and benefits of a staff development programme are dependent upon the extent to which its basic aims and goals are achieved. It is believed that the ultimate end of any programme is the advancement of the participants as whole human beings who have their own needs and expectations. It is also sustained that life-long learning is the best and invaluable device for achieving everyone's long-term needs and expectations, both individually and institutionally. However, hardly any people are aware of the great importance and the benefits of the internalisation of

the life-long learning concept. One of the reasons is due to the lack of both internal and external motivation to learn. It is desirable that both types of motivation exist in balance within a person. Nevertheless, in the case when the external motivation is lacking, the internal motivation is to be enhanced and developed.

Accordingly, it is necessary that the motivation to learn of the DIKLAT ADUM programme participants are developed and enhanced continuously so that the programme can be more effective. A combination of strategies suggested by Cacioppe (1998), Blanchard and Thacker (1999: 116 -117) and Renchler (1992) are conceivably applicable for boosting the participants' motivation. They are:

- a) Making clear the relevance and value of the learning to the participants' and their organisations' goals through critical reflection and thinking;
- b) Helping them increase their self-efficacy by demonstrating that age does not matter in learning and by fostering teamwork through group learning and problem-solving experiences;
- c) Creating a learning environment in which they can share their learning experiences and strategies and have control over their own learning when possible (i.e. pace, structure and methods of learning as well as learning assessment and evaluation);
- d) Increasing the practical value of learning by providing instructions on the 'how to', 'why' and 'when';
- e) Promoting co-operative learning activities that can help participants realise that personal effort contributes to group as well as individual goals.

The strategies, however, require high quality of teachers and programme organisation as well as a supportive school policy and leadership. In the following part, the what, why and how of the proficiency of the DIKLAT ADUM programme teachers are examined.

Competency of Teachers

The general finding of the present study shows that the proficiency and competency of teachers is one of significant aspects that needs considerable attention for the achievement of the goal of the DIKLAT ADUM programme, which is the provision of quality lowest level managers. Considering the nature of the programme's participants, whose age, work experience and educational background are very wide ranging, a basic requirement of teachers is excellent facilitators who are capable of facilitating adult learning. The facilitators are also to be good communicators, mediators, tutors and consultants as the participants walk into the programme with different mindsets, different cognitive maps and different problems. In other words, the requirements of the DIKLAT ADUM programme teachers' proficiency are actually reasonably high. Therefore, their commitment to the job is absolutely required.

In response to the survey and interview, a general understanding about the current teachers' expertise is obtained. The need for improvement of teachers' competency is quite dominant in the findings. Implicit and explicit messages as well as mild and hard criticism about the lack of professionalism of teachers are frequently encountered in the replies to the present researcher's questions. The lack of expertise and professionalism of the teachers are expressed, among others, through the participants' statements about the monotony of the classroom activities, lecturing-focused activities in the classroom, theory-loaded teaching materials and the teachers' attitudes towards the participants. In other words, improvement is needed in the areas of instructional and classroom management skills as well as attitudes.

As one of the teachers' jobs is to deliver curriculum to students or programme participants, a discussion on teachers' competency is identical to an examination of their ability in curriculum delivery. With this assumption on hold, a closer look at the programme curriculum and its delivery methods is

necessary. Analysing the curriculum with respect to the participants' perception, the implementation of the DIKLAT ADUM programme seems to be utilising a combination of two staff development models categorised by Gall et al (1994) as expert-presenter and the organisation-development model. Another model that is not identified by Gall et al but employed in the programme is the outdoor management development model (OMD). The model is strongly recommended by Yeadon (1994) and McEvoy and Buller (1997) for helping develop leaders/managers' self-knowledge and self-worth.

Approximately 70 percent of the curriculum are in the form of classroom activities and 25 percent are outdoor activities. As described in a section of chapter four on the nature of the programme under study, the curriculum comprises six groups of subject matter, such as: a) attitude and behaviour development, b) introduction to public administration system, c) local government interests, d) office management, e) theory of leadership and managerial techniques and f) applications of the theory. The first group, attitude and behaviour development is conveyed using the OMD model. Meanwhile, the expert-presenter model is embedded in the delivery of the components of groups b, d and e. On the other hand, the group of local government interests that takes a form of a field study and the group of theory application are both delivered using the organisation-development model.

The programme activities with the outdoor management development approach, especially the activity more known as 'outbound programme', are perceived as amongst the most enjoyable and useful aspects of the DIKLAT ADUM programme. The fact is reasonable as the characteristics of the approach match a feature of adult learning, in which the participants are facilitated to reflect on experience and apply it to a problem or need. The facilitation allows adults learn most effectively (Burns, 1995). Therefore, the 'outbound programme' is indeed reasonably beneficial and powerful for changing adults' mindset and attitude towards learning, generally, and towards a training programme, specifically. Yeadon (1994) argues about the benefit of the approach:

Whatever the business and learning objectives of a programme, using an outdoor or practical approach can have benefits difficult to achieve in other ways. The results of tasks which are immediate, real and enjoyable give the learning an impact which is both powerful at the time, and memorable in the long term.

This coincides with the belief of educational theorists that the use of learners' experiences as a basis for learning is one of crucial characteristics defining a learning environment for adults (Burns, 1995).

Despite the attractiveness and the enjoyment of the outdoor management development model to the DIKLAT ADUM programme participants, some respondents' statements, however, imply that they take the outdoor activities for granted. They perceive that, instead of the process, the completion of the tasks is the main goal of the activities. This kind of perception must be the obstacles towards a meaningful and effective self-learning that is the general aim of the OMD approach. Therefore, in this case, the programme is unlikely to be successful due to teachers' lack of proficiency and capability in running the programme.

The role of teachers as facilitators is crucial in all phases of an outdoor programme, such as before, in the middle and after the programme. McEvoy et al (1997) assert that an OMD programme will run well when: a) it is prepared adequately to ensure that participants have an understanding of what to expect, of conceptual frameworks underlying the skills to be developed and of why they are doing outdoor activities, b) the events are carefully chosen and sequenced and c) a thorough debriefing discussion is carried out following each event. Consequently, these conditions require broadly experienced facilitators, who are able to: a) design and implement a programme consistent with adult learning theory, b) lead debriefings that simultaneously keep participants focused on the applicable learning achieved in each event, c) distinguish and reinforce valuable participant contributions and d) model the key attributes of effective interpersonal behaviour taught in the programme.

The responses to surveys and interviews demonstrate the prevailing use of expert-presenter model in the DIKLAT ADUM programme. It is assumed that the choice of the model for transferring knowledge on basic public administration is influenced by such factors as the features of participants, the demand of curriculum and the competency level of the teachers. A traditional trainer or educator considers a very wide range of participants' age, educational background and work experience a hindrance towards a programme's success. Therefore, being aware of their inability to handle the differences in the class and a demand for finishing the curriculum on time, some teachers play safe by using the main method of the model, lecturing. Conversely, some teacher-researchers find out that the differences enable participants to learn from each other, which tends to cause more effective learning (Blanchard et al, 1999). Hence, in order for the programme to succeed, a change in teachers' self-concept is significant regardless of the teaching methods chosen.

As described in the previous chapter on the literature review, Gall et al (1998) argued that the effectiveness of the expert-presenter model is heavily dependent upon presenters' expertise. Therefore, teachers' expertise in instructional methods, communication skills and in playing a professional role is required for the success of the model. Besides, considering the fact that knowledge on basic public administration is not new to most of the participants, learning entails teachers' ability to lead participants towards conceptual and philosophical frameworks of thinking. The teachers are to be able to facilitate discussions and analyse critically thinking what they present in the class. These qualities, nevertheless, are lacking within the programme's teachers as indicated by respondents. The lack of teaching proficiency traps the teachers in reproducing rather than creating knowledge (Burns, 1995: 268). Consequently, the programme's participants fail to obtain meaningful and long-term knowledge from the classroom activities, as they are not encouraged to think, reflect and to question.

The other model utilised by the teachers in delivering curriculum is the organisational development model. The curriculum components like field-

study, individual and group paper writing on the organisational improvement project as well as managerial and leadership theory application take the model as the basis of activities. Although generally the activities using the model, mainly case study, simulation and role-play are perceived as useful and interesting, some interviews reveal that the choice of irrelevant cases by the teachers hinders meaningful learning. Accordingly, the DIKLAT ADUM programme teachers are 'to adjust to a situation in which participants collaborate with them in needs diagnosis and learning plan. In this case, willingness to consult participants' host institutions will be very helpful for broadening teachers' knowledge on the content.

Another factor relating to teachers' professionalism that influences the effectiveness of the programme is the teachers' attitude. In responses to the survey and interview, the programme participants disclose some evidences showing that some teachers' attitude and behaviour are inappropriate. It is believed that traditional self-concept of roles of teachers, in which it is generally perceived that a teacher is the only source of knowledge, is dominant. This perception hampers participants' learning.

Teacher's self concept is indeed a significant factor that determines the meaningful learning experience of students. Teacher's self-concept, defined by Burns (1995: 205) as the collection of attitudes a teacher has about themselves, is manifested in the ways they treat students. Regarding adult teaching, Burns suggested some conditions of adult learning that have some implications for the teaching and that require a change of teacher's attitude. Adults learn best when in a certain environment, in which they are treated as adults, the self is not threatened and the self-esteem, self perception and confidence they bring to the learning context is recognised and established. This environment is unlikely to be constructed unless a change of teacher's self-concept has taken place. As educational research reveals, effective teachers possess the major elements of self-concept as teachers such as:

- Flexible
- Empathic and sensitive to the needs of the learner
- Appreciative and reinforcing in attitude

- Personalised in their teaching
- Warm, easy, informal, conversational style
- Emotionally well adjusted (Burns, 1995: 271)

For the change of self-concept, accordingly, teachers must be aware of some negative and positive attitudes as presented by Burns (see Table 5.1 below):

Table 5.1 Teachers' Attitudes

Negative attitudes	Positive attitudes
<ul style="list-style-type: none"> ▪ Regarding oneself as the fount of all knowledge ▪ Creating an ethos in which no adult feels inhibited or threatened ▪ Trying to create a successful learning outcome to engender self-confidence and esteem 	<ul style="list-style-type: none"> ▪ Creating a learning engagement between all participants ▪ Encouraging co-operation rather than competition ▪ Being empathetic and sensitive to the humanity of the learner

Source: after Burns (1995)

In this section, the current competency of the DIKLAT ADUM programme teachers was discussed. In sum, the teachers' skill, knowledge and attitude needs to be developed so that their professionalism is enhanced. The development of a broader range of skills and competencies including management and interpersonal skills of teaching staff occupies a central and important role in an attempt to achieve the effectiveness of a programme (Brew, 1995). Notwithstanding, in the case of the programme under study, the improvement of the teachers' self-concept and conception of learning and teaching would form a sound basis for the advancement of their teaching practice and leadership. The first two are the most crucial aspects that need to be attended immediately. Professional development programmes focusing on all those aspects should be carried out continuously, integrally and systematically. This is an attempt to generate teachers' commitment and readiness for change towards learning organisation, which ultimately will

result in the effectiveness of the West Java DIKLATPROF as an educational organisation.

In choosing one or two appropriate models to be used for the professional development, there are some facts and assumptions relating to the teachers that need to be taken into consideration. The truths among others are:

- Most teachers are retired government practitioners, who have been in a position of power for a reasonable period of time.
- They are independent learners, who seek new knowledge of teaching by themselves. This assumption is based on the fact that they have no teaching background yet, disregarding their weaknesses, they are capable to teach at their best.
- They have capacity to make judgment in uncertain situation.
- As retired bureaucrats, they are used to do networking.
- Like other professionals, they are human too, who have their own needs and purposes to achieve through their profession as teachers.

Accordingly, looking back more closely at the literature review section on staff development objectives and models of Gall et al, an instant decision of choice goes to the action-research model. An effective use of the model requires empowerment to teachers, collaboration amongst teachers, high capacity of independent learning and many more. Basically, the DIKLAT ADUM programme teachers possess the qualities required for the model. Besides, unlike the other models that tend to 'do to teachers rather than with or by teachers' (Fullan and Hargreaves, 1992: 27), the action-research model allows the teachers to work collaboratively at their own pace on developing their understanding about their practices and improving them.

Moreover, Gibbs (1995) argues that action research is the best way for changing conceptions of teaching and learning. He suggests a simpler four stages of action research that can be done in a cyclical and logical sequence, they are: 1) Observe the effects of the action already happening, 2) Reflect on these effects to develop an understanding as a basis for future planning and action, 3) Develop a plan of action to improve what is, and 4) Act to carry

out the plan (p. 30). Observation, reflection and feedback on one's own work for the improvement of the future, which are some characteristics of organisational learning, are embedded in action research. Therefore, the action research model seems to be a right choice. The processes may be implemented individually or in small groups depending on the teachers' level of confidence and convenience.

Whatever model is used for professional development programmes, however, establishment of different contexts, leadership and working relationships are needed if continuous improvement is to be secured. For that purpose, an educational organisation should develop a particular culture of teaching, in which teachers' being human and their judgment and expertise are valued, developed and supported in the common quest for personal and organisational improvement. This, in turn, requires a certain level of management and leadership capability of the administrators, which can only be achieved through procedures of training, development and education. This is the subject of the next section with reference to the results of the present study.

Organisation of the Programme

In this section, what is meant by programme organisation is the administration and management of the respective programme. Basically, the process of programme administration begins with programme planning, continues to programme implementation and finishes with programme evaluation. Programme planning comprises designing the programme that includes setting objectives and goals, designing curriculum and recruiting as well as selecting participants and teaching staff. Programme Implementation covers monitoring, controlling and co-ordinating as well as executing immediate improvement when necessary. Programme evaluation is the last step of the process. In this section, the discussion on the management process of the DIKLAT ADUM programme focuses on programme

implementation. The process of programme evaluation will be separately examined in the last section of this chapter.

The DIKLAT ADUM programme is an established programme, which is a mandate from the central government. Accordingly, the objectives and curriculum are already set and given. Therefore, West Java DIKLATPROF as an organiser of the programme is responsible for socialising the goals and curriculum to staff and participants and for accomplishing the planning stages such as recruiting and selecting participants and teaching staff, in charge of completing the implementation and evaluation process.

In response to the survey and interview, the DIKLAT ADUM programme participants present some weaknesses regarding the programme implementation. Monitoring and coordination are two administrator's functions the respondents were concerned about. When the functions are not executed suitably corresponding with the level of staff's work commitment then quality service for customers is unlikely to be achieved. The respondents' complaints about the lateness of study modules, the lack of rules enforcement, the uncertainty of class schedules as well as the inadequacy of learning and living facilities, for example, are some evidence showing the poor quality of customers' service caused by the lack of administrator's professionalism. In the same way, the fact that overlapping teaching materials, which intolerably occur, shows that the co-ordination function of the administrator does not work properly. In brief, it can be said that the organisation of the DIKLAT ADUM programme is lacking. This confirms the informed concern expressed by the small group of critical participants about the cost outnumbering the benefit. Indeed, even in a broader context, poor organisation leads to dissipated efforts, wasted resources and poor results (Walker, 1970: 17).

It cannot be denied that the jobs of a programme administrator are massive, from planning to evaluation of the programme and from giving instructions to trouble-shooting. Therefore, in order to ensure the good completion of the jobs that will result in the programme's goal achievement, the administrator

must work together with his/her staff members in a reciprocal relationship. This requires skill in building and maintaining dynamic, yet harmonious human relations (Follett as cited in Webb and Norton, 1999). In the following, this and other quality leadership characteristics are discussed within a theoretical and philosophical framework.

The definition of organisation given by Hall (1998) by and large is relevant with the circumstances of the DIKLAT ADUM programme. He defines it as:

a collectivity with a relatively identifiable boundary, a normative order (rules), ranks of authority (hierarchy), communication systems, and membership coordinating systems (procedures); this collectivity exists on a relatively continuous basis, in an environment, and engages in activities that are usually related to a set of goals; the activities have outcomes for organizational members, for the organization itself, and for society (p. 30)

The definition identifies four core elements in an organisation such as: people, hierarchical order, activities and goals. As regards educational organisations, the common goal is educating people through teaching and learning activities. The goal achievement requires a dynamic interaction between two divisions of labour, teaching and administrative task forces. Whereas, a dynamic interaction is unlikely to occur unless an effective communication, a two-way (downward and upward) communication, is established. The significance of two-way communication that can generate invaluable feedback for goal achievement seems to be neglected or unrealised by administrators. Walker (1970: 22) sees this as 'the most common mistakes made by administrators'.

It is believed that means of informal communication between the DIKLAT ADUM programme administrator and the teachers is hardly available due to the fact that the latter are permanent members of other government institutions and, usually come to the programme location only for teaching. On the other hand, formal communication media like staff (teaching and administrative staff) meetings take place in the programme. Nevertheless, considering existing organisational culture and tradition in the Indonesian public sector as discussed previously, the media is lacking in important

features that provide a prominent resolution to the successful administration, such as high value perceived by the administrator on staff's personal goals, opinions and feelings.

As pointed out by Walker (1970) an effective meeting is a properly and professionally conducted meeting, in which freedom to express ones' minds, to vote, to be defeated, or to achieve success on issues close to their hearts is assured. The effective meeting environment provides autonomy and moves decision making down to the staff. Such environment contributes significantly to a high degree of staff involvement and ownership in their work (Rogers and Ferketish: 1992), which needs to be promoted through empowerment.

Likewise, empowerment requires administrator's ability to provide clear expectations, control of resources, responsibility and coaching. Rogers et al further argue that for the sake of the generation of total quality, quality of life for staff and customer satisfaction, empowerment should be practiced. It allows staff to have freedom, competence and confidence to take action to meet customers' best interests. In short, a successful administration is partly dependent upon the extent to which the staff's personal quality and competence is valued and developed as well as upon the administrator's capability to establish a dynamic interaction amongst all concerned. In other words, work commitment that reflects loyalty and willingness to work toward organisational objectives (Meyer & Allen, 1997: 4) is essential for an effective administration.

In sum, effective organisation of an educational programme calls for a leadership role of administrators. Skilled leaders in decision-making, communicating, empowering, morale and work commitment building as well as in initiating change are needed for achieving the programme goals. Therefore, on the grounds of the most effective and economical use of the resources of personnel and material in the interests of programme participants and the organisation, training, development of educational administrators is necessitated.

Generally, it is believed that the training and development effort for teachers and educational administrators share the same ultimate goal that is to develop their self-concept and perception on learning management. It has been argued in the previous section that the action research model is more preferable for training and development of the DIKLAT ADUM programme teachers. Development efforts for programme administrators, however, may take several forms of training and education, for example, the programmes that are categorised as on-the-job and off-the job training.

On-the-job training is management development efforts and procedures executed within an organisation. It should be seen as a sub-system included in organisational development (Ashton, D.J.L. and Easterby-Smith, 1978). Some examples of on-the-job training and development programmes are appraisal, coaching and mentoring as well as job rotation. Fair work appraisal that is based on consensus between administrators and their managers about what to appraise and not to appraise will likely help the former to see their strengths and weaknesses of their practice. This kind of appraisal provides a sound basis for self-development and improvement of the administrators. Coaching and mentoring are the processes providing one-on-one guidance and instruction to improve knowledge, skills and work performance (Blanchard et al, 1998). These types of development programmes should be done when an administrator feels unconfident in practising a certain managerial aspect and needs to be closely supported and motivated. Another type of management development programme is job rotation. This type allows administrators to enrich their work experience and thus sharpen their capacity for analysing and diagnosing different kinds of work problems. The success of on-the-job training, however, is heavily dependent upon the competency of the managers or supervisors as trainers and upon the amount of time made available by the upper level leaders.

Off-the-job training is usually implemented outside an organisation where administrators are free from their regular jobs within a certain length of time specified for a training programme. It comprises a great variety of

programmes, for example: a) overseas or local education for a degree (i.e. MBA), b) workshops, c) seminars, d) conferences and e) management courses focusing on conceptual (i.e. decision making and managerial roles), interpersonal (i.e. interactive skills, concerns for work outcome and people) and personal traits (i.e. role motivation, need for achievement and transactional analysis) development (Blanchard et al, 1998). The success of an off-the-job training, regardless of the training method used, relies on the extent to which the administrators' inner capacity of learning is triggered and facilitated. Bolman and Deal (1997) state that in order for administrators as leaders to be able to face organisational changes and challenges they need to be deeply reflective, actively thoughtful, and dramatically explicit about their core values and beliefs. They also need a capacity to think in different ways at the same time about the same thing so that they are able to see new possibilities and to discover alternatives when options seem severely constrained.

As has been stated somewhere in this chapter, the basic purpose of any educational programme is to facilitate people's learning and develop their capacity of thinking. Any proof and evidence of learning and development needed for improving the learning and teaching methods and styles are unlikely to be available unless assessment or evaluation are implemented appropriately. The following section discusses this subject extensively.

Assessment or Evaluation

Assessment and evaluation are two sides of the same coin explaining a systematic process of judging, determining and appraising the quality of a phenomenon. In the context of educational programmes, assessment is considered as one of the important factors that influence the achievement of goals. If implemented correctly in accordance with its aim and purpose, assessment will provide useful information for making suitable decisions regarding the programmes. The discussion on the aspects in this section are

based on a belief that formative assessment is the most preferable one as it is aimed at improving the learning of all concerned.

Within the process of the DIKLAT ADUM programme, there are two tests undergone by the participants, the pre-test and post-test. The pre-test is supposed to be a way for providing information about the level of participants' prior knowledge on the content curriculum, such as the Indonesian government system, theory of management and administration. The post-test is intended to assess the participants' knowledge increase and improvement as the effect of the intervention. There are also three sets of evaluative questionnaires; one completed by teachers assessing the participants at the time when each subject is finished, and the other two filled in by the participants evaluating teachers and the programme. Those questionnaires are supposed to assess the effectiveness of teaching and learning processes as well as of the programme organisation. Besides completing the tests and the evaluative questionnaires, the participants are required, at the final stage of the programme, to produce individual papers. The thesis of the paper refers to organisational improvement planning. The paper is aimed at providing evidence of participants' being able to interpret the management and leadership theory they have learned into a practical project plan.

In response to survey and interview in the present study, however, it is understood that most of the assessment efforts, excluding the production of individual papers, lack significance for the participants. As pointed out by some interviewees, the tests are considered as compulsory tasks in the programme. Not to mention feedback, the test results were not even distributed to the participants. This shows that the participants are merely the objects of the procedure. Similarly, the completion of teachers and participants' questionnaires is considered as superficial as it does not reflect reality. For example, the participants felt uneasy to give bad marks to bad teachers due to their understanding that it will make the respective teachers lose their jobs. In assessing the participants' performance in a subject, teachers seem to rely heavily on their intuition, as it is impossible for them to know all participants well in a few hours of class. In brief, most of the

assessments procedures conducted in the DIKLAT ADUM programme seem to counteract the achievement of desired outcomes.

Generally, in any organisation, assessments are conducted to assure quality of service. Specifically, in educational organisations, in which the core concern of assessment activities is the continuing quality improvement of student learning, the basic components to assess cover student achievement, teaching and learning process, as well as programme organisation including programme design, curriculum and resource management (Hinett and Knight, 1996; Glasner, 1997; Bols, Bree, Bolton and Gijswijt, 1996; Partington and Brown, 1997). Assessment in the DIKLAT ADUM programme seems to have covered the three key components. A question that comes up is what relating factors restrain the programme from achieving the desired outcome. To answer the question, some weak and strong points of the programme are explored in the following part through a practical and theoretical discussion on assessment. The discussion focuses on answering the question of what value assessment activities should be operated in a training programme so that they significantly contribute to the programme's effectiveness.

Participants' Learning Assessment

In the DIKLAT ADUM programme, the prior knowledge of participants is measured through the pre-test. Teachers and programme managers should have used the test results as information for decision-making; for example about which content curriculum to be focused on so that teaching and learning process can be efficient and effective. The fact that the programme presented a reasonable amount of 'old' knowledge that the participants have learned at school, for instance, implies the ignorance towards the test results. In this case, it can be said that the pre-test is independent from the teaching and learning process. It is conducted merely to follow designated procedures of the programme. This practice counteracts the achievement of the programme's primary goal, learning enhancement of the participants.

Mehrens and Lehmann (1984: 6) argue about the importance of the proper use of tests as a information-gathering technique in the following statement:

Of course, the primary role of schools is to enhance learning. Tests should and can assist in this when test data are used to make decisions – decisions about what and how to teach, decisions about what and how to study, and so on. Test data will not enhance learning unless we use the data to guide us in subsequent actions – in other words, use the data for decision-making.

Test data based decisions, on the other hand, should be conveyed to the participants. This, at least, will show the participants that the time and effort put to the pre-test is worthwhile and they, in turn, will possibly show a good attitude towards other different kinds of assessment. Good attitude towards learning assessment is an invaluable requirement for quality educational provision and learning enhancement (Glasner, 1997; Cheepen, 1997).

If pre-tests are used to measure participants' prior knowledge, post-tests or commonly called comprehensive tests as they are and individual paper production are exercised to assess the participants' learning achievement. It is perceived that the latter is a strong point of the DIKLAT ADUM programme. Participants' experience and prior knowledge, new learning on theory and practice as well as new perspectives on future government institutions are blended in their thesis of organisational improvement project. Moreover, the requirement for participants to present and defend their thesis before the class and some experts brings about useful feedback generally for enhancing the participants' learning and specifically for improving the applicability level of the project.

Regarding the comprehensive test, it is understood that the test aims at ordering participants in rank of achievement. This so-called traditional norm-referenced assessment is considered to be flawed as it "allow [participants] to play a strategic game of question spotting rather than encouraging them to learn for personal, conceptual understanding" (Atkins, Beattie, and Dockrell, 1993) Therefore, in order to enhance the participants' learning, the

assessment through a production and defence of written thesis on the organisational development plan should be maintained and strengthened.

Generally, the situation with the DIKLAT ADUM programme participants' learning and assessment is well illustrated as "learning archery in a dark room", an analogue presented by an expert in education (Hinett and Knight, 1996). The participants are unaware of how bad or good they have performed and of things they need to improve or learn more. The thesis production, however, has created a dimmed light for the participants to see their performance a little bit clearer. Nevertheless, as such activity occurs at the final stage of the programme it gives no chance for improving the learning while it was still in progress. Therefore, more light is needed from qualitative feedback so that learning enhancement can be achieved.

Recognising the nature of adult learning, it is believed that traditional summative assessment that usually takes the form of standardised tests, in which learners are required to remember rather than learn things (Mehrens and Lehmann, 1984) is unlikely suited to the programme participants, who are in middle adulthood. Conversely, formative assessment that requires evidence of learning, not remembering, from learners and feedback from teachers is crucial for building the participants' confidence in learning. With supports from all concerned, this, in turn, will encourage participants to establish a good habit of learning at work.

Participants and Teachers Assessment

Previously, the assessment of teachers' skills and participants' attitudes conducted in the DIKLAT ADUM programme has been illustrated and briefly discussed. Participants assess teachers by giving scores related to teaching skill standards listed in a questionnaire and, similarly, teachers evaluate participants' attitude by scoring a short list of moral standards. Both questionnaires are completed at the end of the sessions of each curriculum item. It is commonly perceived by participants that the purpose of teacher evaluation is to inform programme administrators whether the teachers are worth employing. Fear and worry of making a teacher terminated restrain

participants from giving true assessment. As well, the participants doubt the objectiveness and validity of assessment by a teacher about their attitude in a class as it is merely based on one-time observation. In short, both teacher and participant assessment techniques are considered flawed. In this part, such assessments are examined rigorously.

The main fault of the teacher and participant assessment practised in the DIKLAT ADUM programme lies in its goal or purpose. The assessment is simply aimed at providing information for making 'yes/no' decision regarding teacher deployment and for giving a rational for rank-ordering participants' performance. Therefore, no feedback is considered necessary. This seems to work against the primary goal of an educational programme that is the learning enhancement of all involved. Learning improvement is indeed a cyclical process in which feedback is essential for improving ways of learning. Therefore, awareness of the need to change the judgmental goal into a developmental purpose of assessment is a significant and strategic basis. Consequently, the assessment procedures and the use of information produced must be adjusted. The need for change should definitely be realised and supported by all concerned.

In the developmental assessment process, the techniques and procedures of teacher and participant evaluation are directed to provide useful information for improving and fine-tuning the teaching and learning process. What, who and how to assess are all based on an agreement amongst those involved with reference to the level of their confidence, expertise and convenience. Teacher assessment, for example, can be carried out by an outside assessor (exemplified by Quality Assessment Division of UK Higher Education Funding Council), by peer teachers or by respective teachers themselves (self-assessment).

Except for self-assessment, non-threatening classroom observation is believed to be a useful and effective information gathering method. As illustrated by Cheepen (1997), the procedure of teacher assessment is in a

chained triangle, in which assessment and re-assessment occur to assure a developmental process (see Figure 5.1 below).

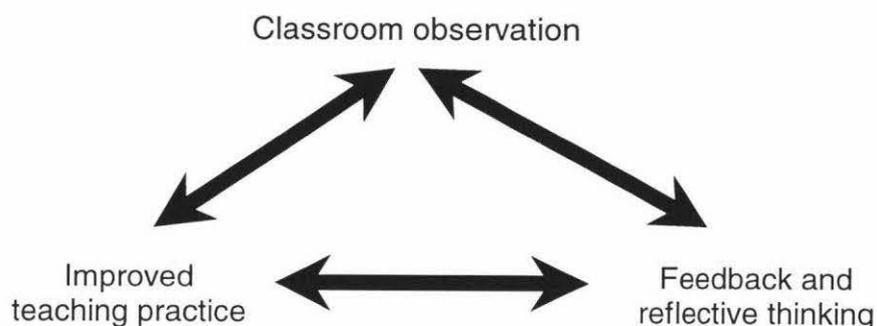


Figure 5.1. Teacher Assessment Procedure (Source: Cheepen, 1997)

In the process, the assessor observes a teacher teaching in a classroom. Immediately after the class, with some help from the assessor, the teacher reflects on the way she/he teaches and then comes up with some findings about his/her strengths and weaknesses. The assessor also offers some feedback and then both agree on what and how to improve. Within a specified period of time, the assessor does the same process again. Despite being nerve racking and exhausting, the process is very beneficial for those involved, as Cheepen (1997) comments,

... the assessment procedure ... is a cohesive exercise, functioning in the long-term to promote a sense of teamwork within the [organisation] being assessed. As well as this, the interaction between assessors and [teachers] ... develops and enhances the network of contacts throughout the community

In addition to a reasonably instant improvement as illustrated above, the information obtained from teacher and participant assessment can be used for further professional development-need analysis by the host institutions*. Before that, however, the information should be shared with the respective teachers and participants and its confidentiality should also be maintained. In brief, what to evaluate in an organisation should be what it values (Stoll and Fink, 1996). It is believed that the DIKLAT ADUM programme highly values the learning and development of people concerned. Therefore, the

* Note: Teachers of the DIKLAT ADUM programme are permanent employees of various government institutions in West Java.

assessment is supposed to be focused on the people's learning and development. This value is also to be underlined in the evaluation of the programme organisation, which is discussed in the next part.

Evaluation of Programme Organisation

In the previous section, assessment of two specific and significant main activities of the DIKLAT ADUM programme, teaching and learning, were discussed. Teaching and learning activities will not be effective if they are not well supported by the organisation of the programme itself. As it was mentioned before in the previous chapter on organisation of the programme, organisation means administration and management. Therefore, evaluation of the programme organisation is practically on the administrative and managerial services.

In the case of the DIKLAT ADUM programme, evaluation of programme organisation is conducted at the very end of the whole programme activities by using feedback from participants. A questionnaire containing a list of administrative and managerial service standards is passed out to each participant, who is expected to score and comment on the programme performance on each of the standards. It is believed that, on the condition that the standards chosen are real and appropriate, this assessment method is very powerful as it is the participants who know how effective the services are in practice and how efficiently they are provided. The participants' feedback helps the organisation achieve its mission of service in the context of its vision.

Nevertheless, as quality service is a manifestation of quality management, for example of resources and information, the assessment data is also possessed by those affected such as the organisational members. Therefore, a total reliance of quality service assessment on participants' feedback is a mistake. Consequently, in accordance with the core concern of the training and educational programme, which is learning and development of all concerned, evaluation of programme organisation effectiveness should also

become a responsibility of teaching and administrative staff members. In other words, empowering staff for evaluation is another choice for the improvement of programme organisation and at the same time for the enhancement of the people's learning and development.

The future public administration is dependent upon the effectiveness of public sector organisations. In turn, the effectiveness of those organisations depends on meaningful, useful and practical evaluation (Patton, 1998). The challenge that future public sector organisations should become results-oriented and accountable organisations requires an increasing use of effective organisational evaluation. Therefore, an evaluation process that is integrated to the organisational system seems to be a good choice.

An example of evaluation that is integrated into the organisational system is co-evaluation, the new approach of evaluation advocated by Gray (1998) that has been overviewed in the literature review chapter of this thesis. The evaluation process that consists of three stages of asking good questions, collecting right information and making action plans is based on organisational learning process, in which the primary value is on the people's learning and improvement. Although the model is originally created for independent sector organisation, it seems appropriate as well to be applied in public sector organisations, as both sectors are non-profit organisations, which focus on business in the public service. However, it is believed that the most powerful constraints for the practice of the on-going evaluation in government organisations are the organisational culture and the bureaucratic system. Nevertheless, parallel to the challenges of the public demand that government organisations should be results oriented, sooner and later, change must be incorporated in the culture and system and it is on the shoulders of today's and future leaders that the tasks lie.

C. SUMMARY

Five determining factors of the DIKLAT ADUM programme's effectiveness discussed in this chapter are work culture, motivation, teachers' proficiency and competency, programme organisation, and assessment or evaluation. The factors are interrelated in a sense that one factor, directly or indirectly, influences the others. For example, a change in work culture will strongly affect or will be a prerequisite of the attempts for developing and enhancing all other aspects. Similarly, effective assessment or evaluation will provide a strong basis for making decisions on the development in other aspects.

The historical background of the participants' work culture was presented as it is seen to have a great effect on the attitudes of the DIKLAT ADUM programme participants towards the programme. Participants' dominant internal and external motivation was also discussed rigorously as it has a direct effect on the learning process in the programme. Another critical factor of the programme's effectiveness examined in this chapter were teachers' and administrators' professionalism. Content knowledge, teaching skills and attitudes of the teachers need to be enhanced. Managerial skills of administrators need to be attended to in the organisation. The last but not the least important aspect discussed was the assessment or evaluation of the programme organisation. It was proposed that the assessment process is integrated into the organisational system so that a developmental purpose of the process is facilitated.

When the five factors are cohesively attended to in a programme, then the goals of the programme can likely be achieved and the primary purpose of any educational programme, learning and improvement of all concerned will be in view. In other words, it is obvious from the discussions that the people's learning and improvement should be an underlying value of any educational programme.

In this chapter some recommendations for the improvement of the DIKLAT ADUM programme have been implicitly and explicitly proposed. However, to

provide a clear guideline for further development, a list of suggestions and proposals of action plans that are based on the information obtained from the present evaluative research is presented in the next chapter. Besides, a recommended evaluation model is also given for assessing the programme so that profound and sound information can be attained. Finally, recognising the weaknesses of the present study, some further necessary research topics are suggested.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

This evaluative case study has examined the participants' perceptions on the extent to which the DIKLAT ADUM programme year 2000 has achieved its goals. This chapter concludes the study and proceeds in four sections. Generally, the first three sections summarise the key findings and an analysis of their significance for the research objectives. The first reviews the participants' perception on the programme's content. It also covers reflection and implication of the key findings to highlight values underlying an educational development programme for civil service. The second lists action plans recommended for organisational stakeholders for the improvement of the programme. In the third section, a recommended model for evaluating future DIKLAT ADUM programmes is built upon the values discussed in the first section. Finally, a window of initiatives for future research agendas and follow-up policy interventions is highlighted in the fourth section.

A. SUMMARY OF KEY FINDINGS

In order to trace the extent to which the DIKLAT ADUM programme is perceived as effective and its impact on the participants' work life, particular attention has been paid on what the content curriculum of the programme has meant for the participants. The quantitative approach did not seek to verify statistically the causal effects of the programme. The qualitative approach, however, enriched the findings and enabled the analysis to explore some determining factors of the programme's effectiveness. In general, it can be stated that the implementation of the programme was sensibly satisfactory and had a reasonable effect on the participants' skills, knowledge and attitude (SKA). The following paragraphs summarise the

participants' perceptions on the content curriculum and an analysis of their significance for answering the research question, 'How effective is the performance of the DIKLAT ADUM programme with respect to participants' perception?'.

The first research objective is to examine the participants' perceptions on the content curriculum. The study identifies some strengths and weaknesses of the programme as perceived by the participants. One of strong points of the DIKLAT ADUM programme is attributed to its formal goal that is preparing candidates for lower level leaders of government institutions. The hope for being promoted to or verified for the lower level structural position that opens up the stairs of career as bureaucrats has an important role in participants' decision making to attend fully the five-week training and education programme. Another distinct aspect is the practicality and applicability of certain subject matters, for example strategic planning, problem solving using SWOT analysis, outbound leadership activities and production of papers on planning organisational improvement. The programme participants perceived that learning had occurred for those specific items of the curriculum.

The flaws of the curriculum rest on its overloading amount and imbalanced focus between theory and practice. The participants noticed that the teaching and learning materials were encumbered and too general. They felt overwhelmed with what they had to learn and remember. Moreover, as the curriculum covers too much information about the theory and practice of public administration, which is not directly related to participants' daily work life, they found that most of the curriculum was not quite applicable. It is also identified that the curriculum ignores the importance of learning on work culture and cultural change. These two topics are covered in certain curriculum items. However, as they need to be explored more the topics are to be explicitly stated under new specific items.

Although it is stated in the curriculum that the delivery is based on adult learning methods, the implementation faced some constraints especially due to the lack of teachers' competency and proficiency. Teachers' ability to cope

with a large range difference of participants' age, educational background and experience is one of the constraints. Teachers' personal relationships and concepts of their role are the other restrictions towards the curriculum effectiveness. Leadership and management practices of programme administrators contribute the lack of teachers' professionalism, to a certain extent. In other words, it is implied that staff development techniques and approaches are the main issues of the DIKLAT ADUM programme's effectiveness.

Regarding staff development approaches, there are a great amount of methods with different emphasis on values advocated by different educational experts. In choosing or modifying an appropriate approach, one should reflect on what she/he believes underlies an educational programme. For that purpose, the following topic is included in this section.

B. REFLECTION AND IMPLICATION

The evaluative study shows that the DIKLAT ADUM programme is faced with challenges in which complex tasks of educating people are embedded. With reference to its formal goals and considering the critical conditions of the Indonesian public sector as a bigger context, it is believed that the programme is one of significant efforts to prepare not only the participants but also the teachers, administrators and others involved to become reliable leaders; leaders who can help change their 'world' into a better place for everybody to live. Consequently, questions arise about how the programme is supposed to be conducted and on what values the implementation should be based in order for the goals to be accomplished.

Considering the big tasks a programme like the DIKLAT ADUM includes, it is expected that the teaching and learning process is aimed at developing knowledge that enable people to arrive at self-understanding and self-awareness of the conditions that disable them from understanding the

complexity of the world around them. With this knowledge, leaders can identify their social and institutional constraints and together with other people work at changing them. Bearing the core aim in mind, all people must ensure that the equality of opportunity to learn and develop exists. They have also to recognise that people have different capacity to do the learning. Therefore, supporting each other instead of competing in learning is compulsory.

Besides, in order to boost motivation to learn, freedom to demonstrate in daily life what one perceives as their best learning and freedom to achieve goals should be guaranteed. This requires suitable rewards for the people's proving their learning, for example moral rewards like praise, respect and appreciation and physical rewards like salary and promotion. In other words, the DIKLAT ADUM programme as a means to 'educate' people should be based on the basic values of human development and the implementation process should consider the concerns regarding the determining factors of programme's effectiveness (i.e. shared supportive culture, motivation, professionalism of programme implementers and assessment).

C. RECOMMENDED ACTION PLANS

The second objective of the present research is to provide recommendations for the improvement of future training programmes. With reference to the perceived strengths and weaknesses of the programme under study, some recommended action plan to improve future programmes are addressed to institutional and individual stakeholders of the DIKLAT ADUM programme. The strategic plans are listed below.

For NIPA and West Java DIKLATPROF

- A strategic plan proposed for NIPA (the National Institute of Public Administration) as curriculum designer is a regular and recurring review of the programme curriculum with reference to the basic values of educational programme such as equal opportunity for learning and development as well as freedom to accomplish personal and organisational goals. Holding onto the set goals, the curriculum development should be carried out gradually towards the enhancement of the seven leadership elements proposed by Cacioppe (1998) such as self-knowledge and self worth, managerial skills and relationship, mindset reshaping, action learning habits, networking, global focus including cultural awareness, and observation-based learning on models of leadership. Operationally, collaborative work between NIPA and West Java DIKLATPROF in continuous curriculum evaluation is required so that the curriculum development corresponds with efforts of professional development.
- Another strategic plan for the achievement of long-term goal of the DIKLAT ADUM programme is a continuous and integrated professional development of administrators and teachers. Self-conception of their roles as educators, facilitators, mentors and other new roles of today's leaders is one of critical themes that needs to be developed in every teacher and administrator. Other important aspects, for example are leadership and managerial skills, personal relationships and communication skills. Operationally, NIPA and West Java DIKLATPROF are required to work collaboratively in facilitating self-development efforts of teachers and administrators by encouraging and supporting them to do action-research and action-learning activities.
- There is a tendency that the programme under study is following a pattern of "recruit – train – let go" process. This counteracts the honourable aims of an educational programme in which life-long and meaningful learning is facilitated. Therefore, under conditions that the recruitment process and

the training implementation are appropriately carried out, it is suggested that the DIKLAT ADUM programme being followed up with periodic developmental activities. For example, monthly meetings of all involved in the programme for sharing experiences and developing ideas in applying knowledge and skills obtained from the programme. This requires close interaction between NIPA, West Java DIKLATPROF and participants' host institutions for facilitating the activities that enhance and maintain the participants' skill, knowledge and attitude.

- The underlining challenge of the efforts suggested above is a need to adjust the organisational culture that supports the enhancement of people's learning. The cultural adjustment ability of an organisation is dependent upon the capacity of the leaders to initiate the staff members in the change process, to play directive, participative and supportive role model as well as to institutionalise the process of change (Beare et al, 1989; Stoll and Fink, 1996; Neville, 1992). Practically, in this case, leaders of the NIPA and West Java DIKLATPROF may start the change process in some minor activities, for example in meetings in which they encourage the staff members to do reflective and critical thinking.
- Developmental progress of the implementation of the recommended strategic plan must be monitored and evaluated in order to make decisions on further developmental activities. The monitoring and evaluating tasks can be delegated to the individual members or team groups. This indirectly encourages them to learn. In this case, leaders must be aware that trust and respect are essential for the "evaluation with power".

For Individual Stakeholders

Individual stakeholders of the DIKLAT ADUM programme are teachers, administrators and participants. Unlike the recommendations for organisational stakeholders that are based on conceptual and practical points

of view as explained previously, suggestions for individual stakeholders are merely practical things interpreted from the participants' suggestions for the programme improvement and from the discussion chapter of the thesis. The suggestions are:

- Individuals are willing to participate actively in any activities of interest and to make a learning journal for their own benefit as well as for organisation.
- They practice a reflective and critical way of thinking by requesting clarification and rationality through asking questions of what?, why? and how?.
- Individuals are supposed to use their freedom wisely for verbalising feelings, opinions and constructive criticisms without fear of consequences.
- Individual staff members work collaboratively with colleagues or peers in work groups for accomplishing tasks/assignments and for understanding what has been learnt.
- Each member and work group must trust and support any effort of enhancing and developing individuals initiated either by managers or by staff members themselves.

D. RECOMMENDED PROGRAMME EVALUATION MODEL

This section is established to provide a robust and sound framework for evaluating future DIKLAT ADUM programmes, which is the third research objective. It is believed that an easy-to-follow model that is free from expert's jargon but can help evaluators to produce systematic and reliable data will be very valuable for novice evaluators or for staff members who are assigned to do an evaluation.

It has been explained in the chapter on literature review that Edwards (2000) designed the linear model called "A user-friendly evaluation model". The present researcher chose it for doing her evaluative case study due to its

applicability. The attractiveness of the model; for example: its emphasis on answering simple but rational questions, its applicability for studying and researching across-cultures and for describing a particular context as well as for providing feedback about the phenomena under study that is useful for deciding plans for action.

Using the model for conducting her study, the researcher finds that the framework is indeed easy to use. The research basically followed the model portrayed on page 36. However, when the researcher reflected on her use of the model she added some other aspects, which could enhance the future use of such a model by other people.

A new model developed by the present researcher demonstrates a shift from linear to multidimensional model. For example, the stage data collection and data sorting can be done either consecutively or integrally depending on the size of data. This new model offers a flexible framework and allows for cultural aspects. Structure of the model allows a researcher to follow through the evaluative process over a period of time. The model can be extended when it is an outside evaluator assigned to do the evaluation. For example the stage of context, in which organisational culture is dominant, needs careful consideration and rationalisation. Conversely, the model can be contracted that means some stages are not rigorously executed when the evaluation is empowered to individuals, work groups or ad-hoc committees comprising staff members. For example, the stages of evaluation design and context will not need a conscious effort when the evaluation process is already a part of an organisation's daily routine.

The components of the recommended model (see figure 6.1 on the page) form a cyclical process and they are as follows:

- a. Deciding what aspects of jobs (individual, work groups or organisation) need to be evaluated by considering feedback about past performance of an action (TASKS);
- b. Examining any alternative designs for doing evaluation (EVALUATION DESIGN);

- c. Putting the evaluation tasks and design in their context by giving attention to shared culture (CONTEXT);
- d. Asking good questions regarding the tasks that need answers in order to improve performance (RESEARCH QUESTIONS);
- e. Deciding what methods are going to be used in collecting data and who has the information needed (DATA COLLECTION);
- f. Confirming the focus of the research questions and thinking about the worth of the information (DATA SORTING);
- g. Summarising the data obtained and analysing the information that leads to decision-making on what actions should be taken (DATA PRESENTATION AND ANALYSIS);
- h. Conclusions and recommendations need to be made and shared with all concerned (CONCLUSION AND RECOMMENDATION);
- i. Making decisions and developing plans of improvement for all stakeholders (i.e. administrators, teachers and participants) (PLANNING FOR ACTION);
- j. Communicating the action plan to all stakeholders in order to get feedback and responding to any reactions from them (FEEDBACK AND RESPOND TO REACTIONS)

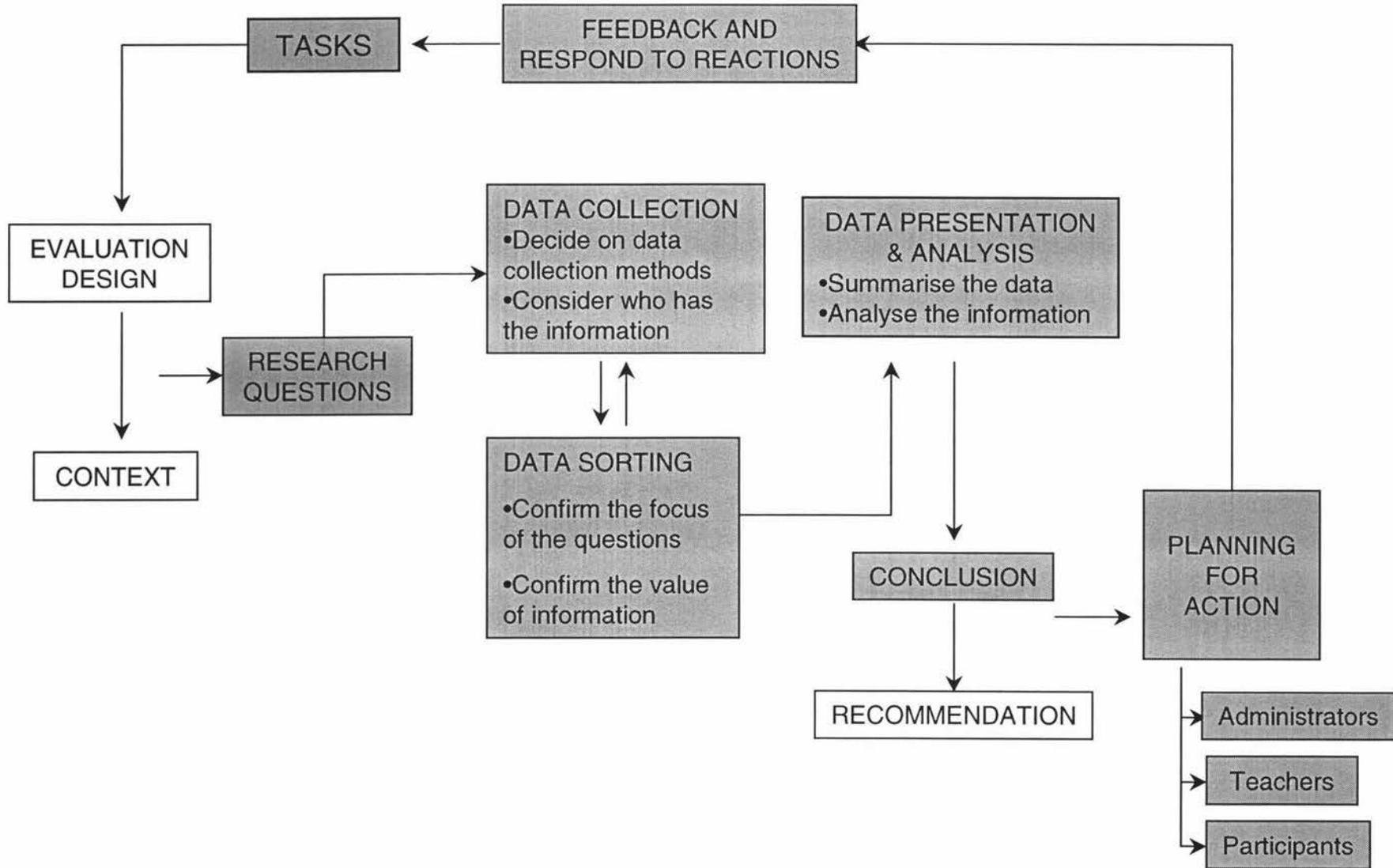


Figure 6.2. A Recommended Evaluation Model

E. SUGGESTIONS FOR FUTURE RESEARCH

It is admitted that there are many limitations to the implementation of this study, for example it focused merely on participants' perceptions and the techniques of data collection used were only telephone interviews and survey questionnaires. Therefore, further study is required on this topic to verify the participants' perceptions through several other techniques, for example observation, documentary study, group discussion and face-to-face interviews with other stakeholders such as teachers, administrators, policy maker and product users (participants' host institutions). Rigorous and careful use of the data collection techniques will certainly result in a rich and colourful picture that describes the reality of the programme.

Since the study focused only on one group of programme stakeholders on the basis of a "one shot case study" (i.e. the evaluation was conducted only at a point of time after the programme was completed), a thorough case study is also required on this topic to verify the immediate, middle term and long term outcome of the DIKLAT ADUM programme. Such a study will allow a researcher to describe a process of learning organization.

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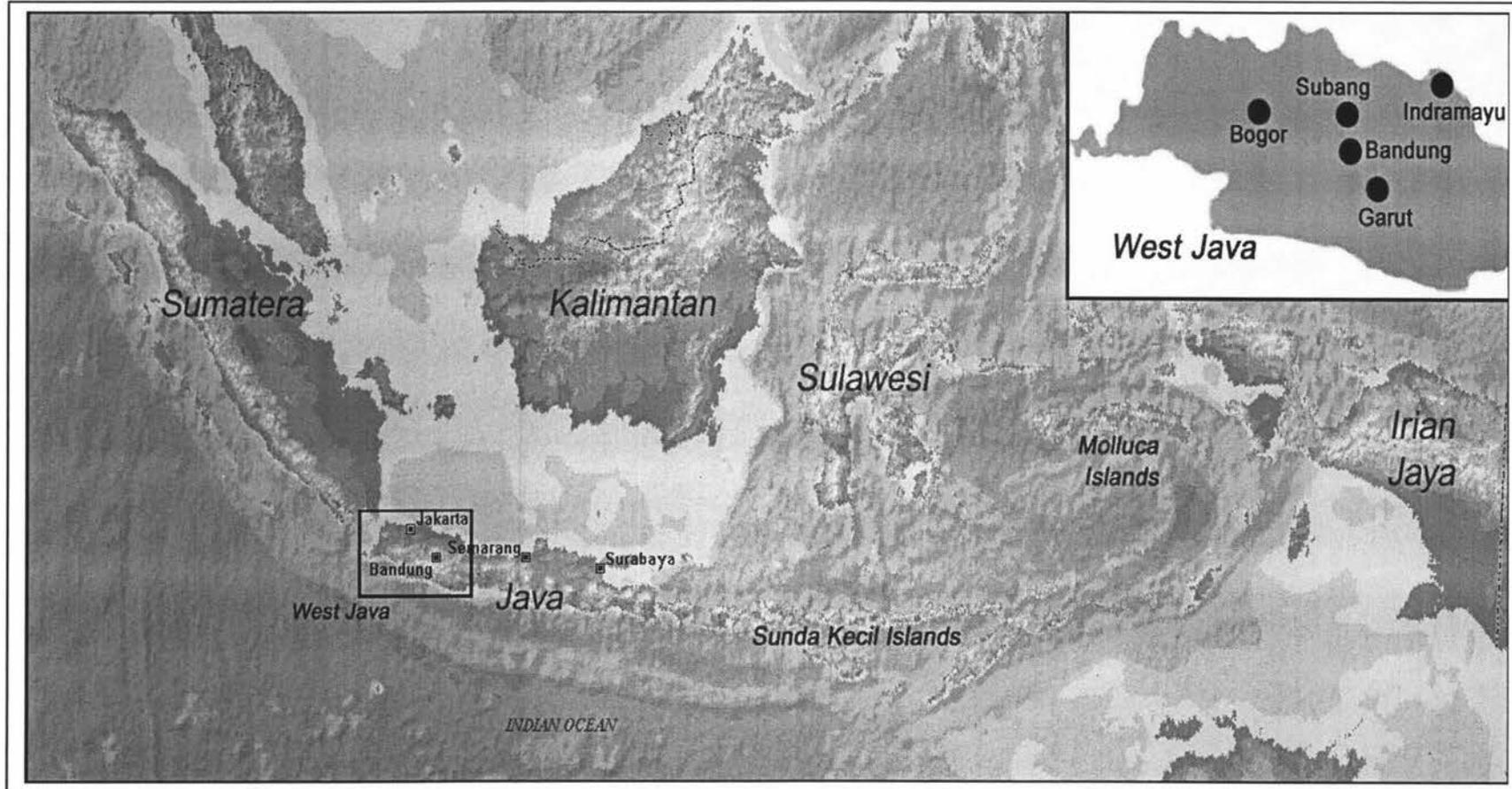
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MAP OF INDONESIA WITH INSET SHOWING LOCATIONS OF RESPONDENTS



Source: after Microsoft Encarta and official website of West Java Province Authority



Massey University

COLLEGE OF EDUCATION
Te Kupenga o Te Mātauranga

APPENDIX B
Letter for Research Permission

Department of Social and
Policy Studies in Education
Private Bag 11 222,
Palmerston North,
New Zealand
Telephone: 64 6 356 9099
Facsimile: 64 6 351 3385

Hj. Iyus Rukmini Atmadja, S.H.
Head of Education and Training Agency
West Java Province
Jalan Windu No. 26 Bandung
West Java - Indonesia

Re. Approval for Research

Dear Mrs. Atmadja,

I am Enni Iriani, a staf member of the National Institute of Public Administration West Java Regional Office. I am now a student of Massey University studying for a Master Degree on Educational Administration. In my second year of study, I am planning a research as it is one of the requirements for the degree. The topic I am interested in is evaluation of the effectiveness of the ADUM Program with reference to participants' perceptions. The program I am studying is the one organised by your institution last year. For the details of my study, here I attach an Information Sheet of my study.

I am writing to ask for your approval to carry out the research and involve your past participants in collecting data for my study. Here I enclose a draft of an English version letter of approval that you might need.

Thank you for your attention in this matter. Your help in this case will be much appreciated.

Sincerely Yours,

Enni Iriani

APPENDIX C Letter of Research Approval



PEMERINTAH PROPINSI JAWA BARAT
BADAN PENDIDIKAN DAN PELATIHAN DAERAH

Jalan Winda No.26 Telepon 7301440 - 7301471 - 7305316 - 7312242
Facs : (027) 7306848 BANDUNG

Bandung, 30 March 2001

Eni Iriani
Graduate School of Education,
Hokowhira Site Massey University
Palmerston North

New Zealand

Dear Ms. Iriani,

Thank you for your letter of 15 March 2001 informing me that you are interested in conducting research on the ADUM Program we organised last year. I have had the details of your study explained in the information sheet and my questions have been answered to my satisfaction.

I am pleased to inform you that you have our permission to conduct your study on the ADUM Program. I feel assured that the results of your study will give us important information needed for the improvement of future ADUM Program.

Good luck with your research.

Yours truly,

H. JUS RUKMINI ATMADJA, SH 
Head

APPENDIX D

Cover Letter from Researcher

Massey University Letterhead

Mr/Mrs/Ms.
Indonesia

Palmerston North, NZ, July 2001

Re. Research questionnaire

Dear Sir/Madam,

At the moment I am doing an evaluative study of the DIKLAT ADUM programme. You have been selected to participate in my research as you are one of those who attended the programme under study. Please find the following documents enclosed:

1. The **Research Information Sheet** that provides the details of my study.
2. The **Consent Form** that you need to fill out and return.
3. A **questionnaire** (closed and open-ended questions).

For your information, in the process of data collection I am assisted by one of my colleagues, Lina Yuliana, who will contact you regarding this study. I would be grateful if you could return the completed consent form and questionnaire to her within two weeks.

Thank you very much for your attention and co-operation in this matter.

Yours faithfully,

Enni Iriani

APPENDIX E

SURVEY QUESTIONNAIRE

Participants' Profile

1. Please indicate your age:
- | | |
|----------|--------------------------|
| Under 25 | <input type="checkbox"/> |
| 25 - 29 | <input type="checkbox"/> |
| 30 - 35 | <input type="checkbox"/> |
| 36 - 39 | <input type="checkbox"/> |
| 40 - 45 | <input type="checkbox"/> |
| Over 46 | <input type="checkbox"/> |
2. Gender: Male Female
3. Educational Background:
- | | | |
|------------------------------------|-------------------------|--------------------------|
| Highest Educational Qualification: | Doctorate Degree | <input type="checkbox"/> |
| | Master Degree | <input type="checkbox"/> |
| | Bachelor Degree | <input type="checkbox"/> |
| | High School Certificate | <input type="checkbox"/> |

Other Courses attended (at least during the last two years):

.....

4. What institution are you working for?
.....
5. How many years have you been working for the present institution?
.....
6. What is your present Structural or Functional Position:
.....
7. How many years have you been in the present position?
.....
8. How many people are working under your supervision?
.....

Please respond to each of the following statements about the ADUM programme you have participated. Choose an answer that best represents your opinion by giving a circle around a number (from 1 means strongly disagree - to 5 means strongly agree) in the box on the right of each statement. There are no right or wrong answers. Your opinion is the appropriate response. The scale used is:

1 2 3 4 5
 strongly disagree disagree neutral agree strongly agree

Please now work your way through the questionnaires by responding to all the statement.

Items	1	2	3	4	5
General	SD	Disagree	Neutral	Agree	SA
1. The ADUM programme was very worthwhile.	1	2	3	4	5
2. The goals of the programme were clear to me.	1	2	3	4	5
3. The objectives of each subject matter were clear to me.	1	2	3	4	5
4. The programme had about the right combination of theory and practice.	1	2	3	4	5
5. If the programme had been optional, I would still have attended it.	1	2	3	4	5
Basic knowledge of Public Administration	SD	Disagree	Neutral	Agree	SA
6. ADUM programme increased my basic knowledge on Indonesia governance system.	1	2	3	4	5
7. ADUM programme increased my knowledge on executive, legislative and judicative functions of the government.	1	2	3	4	5
8. ADUM programme improved my knowledge on civil service institutions' functions and positions in the government system.	1	2	3	4	5
9. ADUM programme increased my knowledge on the coordination system among government institutions.	1	2	3	4	5

10. ADUM programme increased my knowledge on the principle of delegation of power from central to regional and local government.	1	2	3	4	5
11. ADUM programme increased my knowledge on the principle, law and policy of supervisory and on control system of government institutions.	1	2	3	4	5
12. ADUM programme increased my knowledge on the general concepts of the National Development and Planning.	1	2	3	4	5
13. ADUM programme increased my knowledge on the main aspects of personnel administration, for example, government employees' duties and rights, goals and policies in human resource management, and development areas for civil servants.	1	2	3	4	5
Management and Leadership Skills	SD	Disagree	Neutral	Agree	SA
14. ADUM programme improved my skills in doing clerical works, for example typing and filing, and other minor administrative tasks.	1	2	3	4	5
15. ADUM programme increased my skills in organising and leading meetings.	1	2	3	4	5
16. ADUM programme improved my skills in writing work reports.	1	2	3	4	5
17. ADUM programme increased my skills in presenting my works/projects.	1	2	3	4	5
18. ADUM programme increased my confidence in giving inputs and feedback to the direct manager/employer.	1	2	3	4	5
19. ADUM programme increased my confidence in supervising other staffs' works.	1	2	3	4	5
20. ADUM programme improved my skills in solving work problems.	1	2	3	4	5
21. ADUM programme improved my confidence in making decisions.	1	2	3	4	5
22. ADUM programme improved my skills and confidence in motivating colleagues in my workplace.	1	2	3	4	5
23. ADUM programme increased my skills in building teamwork.	1	2	3	4	5

24. ADUM programme improved my skills and confidence in networking with other working units or organisations.	1	2	3	4	5
25. ADUM programme increased my skills in giving quality service to customers.	1	2	3	4	5
Work Ethics	SD	Disagree	Neutral	Agree	SA
26. ADUM programme encouraged me to be more discipline.	1	2	3	4	5
27. ADUM programme encouraged me to be more dedicated to my job.	1	2	3	4	5
28. ADUM Programme made a difference to my willingness to commit to my job.	1	2	3	4	5
29. ADUM programme encouraged me to cooperate with all my colleagues.	1	2	3	4	5
30. ADUM programme taught me how to respect other people's ideas.	1	2	3	4	5

Open-ended Questions

Please feel free to express your opinion, feeling, and comments by answering the questions below. Remember, there is NO RIGHT OR WRONG ANSWER. Your response is the appropriate one.

1. What was your expectation before you attended the ADUM programme?
2. What do you understand about the goals and objectives of the programme?
3. What did you learn from the ADUM programme that you are practicing in your workplace?
4. What did you learn from the ADUM Programme that you couldn't practice in your workplace? Why?
5. What do you like about the ADUM programme you attended? Why?
6. What is it that you don't like about the ADUM Programme? Why?
7. What is your suggestion for the ADUM Programme improvement?
8. What do you find about the programme that you did not expect before?
9. What other comments do you have about the programme?

APPENDIX F

INTERVIEW SCHEDULE

1. On what basis were you selected to join the programme?
2. What personal added values did you get?
3. What added values did your institution get?
4. What contents do you think the programme should be more focused on and why?
5. What are your comments about the teachers?
6. What are your comments about the tests and evaluation that you went through during the programme?
7. What are your comments about the programme management?

APPENDIX G
CONSENT FORM

MASSEY UNIVERSITY LETTERHEAD

Title of Research:
AN EVALUATIVE CASE STUDY
OF A BASIC EDUCATION AND TRAINING PROGRAMME IN INDONESIA

CONSENT FORM

I have read the Information Sheet and have had the details of the study explained to me. My questions have been answered to my satisfaction, and I understand that I may ask further questions at any time.

I understand I have the right to withdraw from the study at any time and to decline to answer any particular questions.

I agree to provide information to the researcher on the understanding that my name will not be used without my permission.
(The information will be used only for this research and publications arising from this research project).

I agree/do not agree to the interview being audio taped.

I also understand that I have the right to ask for the audiotape to be turned off at any time during the interview.

I agree to participate in this study under the conditions set out in the Information Sheet.

Signed:

Name:

Date:

APPENDIX H

RESEARCH INFORMATION SHEET

Massey University Letterhead

INFORMATION SHEET

I am Enni Iriani. I work for the National Institute of Public Administration, West Java Regional Office. At present I am a post-graduate student in the Department of Educational Studies and Community support of College of Education Massey University in Palmerston North, New Zealand. My contact address is:

Te-Ara Building Post-graduate Room 217
 Hokowhitu Site Massey University
 Private Bag 11 222 Palmerston North New Zealand
 Telephone: +64-6-3505799 Ext. 8842.
 E-mail: eiriani.1@uni.massey.ac.nz

I am now doing a research, of which report is one of requirements for obtaining the Master Degree in Educational Administration. My supervisors in conducting the research are:

1. Associate Professor Wayne Edwards
 Massey University College of Education
 Department of Educational Studies and Community Support
 Private Bag 11 222 Palmerston North New Zealand
 Telephone: +64-6-3569099 Ext. 8968.
 Facsimile: +64-6-3513385
 E-mail: W.L.Edwards@massey.ac.nz

2. Dr. Wilhelmina Drummond
 Massey University College of Education
 Department of Educational Studies and Community Support
 Private Bag 11 222 Palmerston North New Zealand
 Telephone: +64-6-3569099 Ext. 8621
 Facsimile: +64-6-3505635
 E-mail: W.J.Drummond@massey.ac.nz

The title of my research is "**An Evaluative Case Study of a Basic Education and Training Programme in Indonesia.**" The programme to be evaluated is the one that is carried out by the Education and Training Government Agency of West Java Province (West Java DIKLATPROF) in year 2000 in Bandung. The aim of this

study is to assess the effectiveness of the programme with reference to past participants' perspectives.

The specific objectives of my study are:

- To find out the participants' perception of their basic knowledge on the system of public administration in Indonesia, which focuses on governance system, civil service institution, coordination and network among the institutions, supervisory and control system, the National Development Planning, and Personnel Administration;
- To examine the participants' perception of their managerial and leadership skills, which focus on office management, decision making, and teamwork building;
- To assess participants' perception of their work ethics, which focus on discipline, dedication, commitment, and respect.

This evaluation research has three potential benefits, namely:

- The study might provide important information for stakeholders' decision making about the programme. Programme administrators might find the findings useful to develop a better understanding of the dynamics of the programme and hence help them to make better decisions, for example, on the selection and recruitment of teachers, the goal and curriculum adjustment, and on programme management.
- The findings of the evaluative study might provide information for the programme development and the improvement of its service delivery. Administrators will be able to determine what programme components are to be developed and improved. While the benefit teachers may obtain is that they can identify what teaching skills they need to develop and improve.
- The study might provide a suitable and robust approach for continuous ADUM programme evaluation.

A list of Year 2000 ADUM programme participants will be obtained from the West Java DIKLATPROF and all participants are the respondents. I would invite ten potential respondents to take part in interviews. It is necessary to inform them that should they agree to take part in my study they have the right:

- To decline to participate;
- To refuse to answer any particular questions;
- To withdraw from the study at any time;
- To ask any questions about the study at any time during participation;
- To provide information on the understanding that any name will not be used unless they give permission to the researcher;
- To be given access to a summary of the findings of the study when it is concluded.

When they have returned the consent form, they will receive a questionnaire and be asked to answer the questions. Approximately ten of them will also be involved in a telephone interview later. Date and time of the interview will be at their convenience. Again in this phase they would be informed that they have the right to withdraw and refuse to answer any particular questions at any time. With their agreement, the interview will be taped and transcribed by the researcher herself. All data gathered will be owned by the researcher and be destroyed as soon as it is no longer required for the research.

The participation in this research is voluntary. Every effort will be made to ensure **no harm** either to the participants, to the researcher, or to the ADUM programme organiser. On the completion of the research, a summary of the findings will be available to them should they want it. The results of the research will be reported to the National Institute of Public Administration West Java Regional Office, the researcher's employer and to the West Java DIKLATPROF.

Should you have questions regarding the research, you are welcome to contact the researcher and or her supervisors at the addresses above.

Palmerston North, March 2001

APPENDIX I

TABLES ON PROFILE OF RESPONDENTS

Table I-1: Percentages of male and female participants

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Male	61	84.7	84.7	84.7
Female	11	15.3	15.3	100.0
Total	72	100.0	100.0	

Table I-2: Structural/Functional Position * Gender Crosstabulation

Count

		Gender		Total
		Male	Female	
Structural/Functional Position	Escelon 3	14	1	15
	Escelon 4	5		5
	Escelon 5	2		2
	Functional	12	1	13
	Staff Member	24	9	33
	Unknown/Not Applicable	4		4
Total		61	11	72

Table I-3: Range of participants' age

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 30 - 35	10	13.9	13.9	13.9
36 - 39	8	11.1	11.1	25.0
40 - 45	34	47.2	47.2	72.2
Over 46	20	27.8	27.8	100.0
Total	72	100.0	100.0	

Table I-4: Range of Age * Gender Crosstabulation

Count

		Gender		Total
		Male	Female	
Range of Age	30 - 35	5	5	10
	36 - 39	5	3	8
	40 - 45	32	2	34
	Over 46	19	1	20
Total		61	11	72

Table I-5: Educational Background

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Master Degree	7	9.7	9.7	9.7
Bachelor Degree	49	68.1	68.1	77.8
Diploma	9	12.5	12.5	90.3
High School Certificate	6	8.3	8.3	98.6
Unknown/Not Applicable	1	1.4	1.4	100.0
Total	72	100.0	100.0	

Table I-6: Educational Background * Gender Crosstabulation

Count

		Gender		Total
		Male	Female	
Educational Background	Master Degree	6	1	7
	Bachelor Degree	42	7	49
	Diploma	7	2	9
	High School Certificate	5	1	6
	Unknown/Not Applicable	1		1
Total		61	11	72

Table I-7: Length of Service

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Unknown	13	18.1	18.1	18.1
1 - 5 years	7	9.7	9.7	27.8
6 - 10 years	8	11.1	11.1	38.9
11 - 15 years	13	18.1	18.1	56.9
16 - 20 years	8	11.1	11.1	68.1
21 - 25 years	16	22.2	22.2	90.3
26 - 30 years	6	8.3	8.3	98.6
31 - 35 years	1	1.4	1.4	100.0
Total	72	100.0	100.0	

Table I-8: Length of Service * Gender Crosstabulation

Count

		Gender		Total
		Male	Female	
Length of Service	Unknown	12	1	13
	1 - 5 years	5	2	7
	6 - 10 years	5	3	8
	11 - 15 years	10	3	13
	16 - 20 years	6	2	8
	21 - 25 years	16		16
	26 - 30 years	6		6
	31 - 35 years	1		1
Total		61	11	72

Table I-9: Length of Service * Structural/Functional Position Crosstabulation

Count

		Structural/Functional Position						Total
		Ech. 3	Ech. 4	Ech. 5	Funct.	Staff Member	Unknown/NA	
Length of Service	Unknown	8			2	1	2	13
	1 - 5 years		1			5	1	7
	6 - 10 years				1	7		8
	11 - 15 years	5			1	7		13
	16 - 20 years			1	3	4		8
	21 - 25 years	2	3	1	5	5		16
	26 - 30 years				1	4	1	6
	31 - 35 years		1					1
Total		15	5	2	13	33	4	72

Table I-10: Number of Subordinates * Structural/Functional Position Crosstabulation

Count

	Structural/Functional Position						Total
	Ech. 3	Ech. 4	Ech. 5	Funct.	Staff Member	Unknown/NA	
No Subordinates				3	33		36
1 - 5 people	1	2	1	3		2	9
6 - 10 people	3	1	1	5		1	11
11 - 15 people	3					1	4
16 - 20 people	3	1		2			6
21 - 25 people	1						1
31 - 35 people	3						3
36 - 40 people		1					1
41 - 45 people	1						1
Total	15	5	2	13	33	4	72

APPENDIX J

TABLES ON GENERAL ASPECTS

Table J.1.: The worth of the DIKLAT ADUM program

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	1	1.4	1.4	1.4
	Neutral	10	13.9	13.9	15.3
	Agree	47	65.3	65.3	80.6
	Strongly Agree	14	19.4	19.4	100.0
	Total	72	100.0	100.0	

Table J.2.: No attendance if program optional

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Strongly disagree	3	4.2	4.3	4.3
	Disagree	24	33.3	34.3	38.6
	Neutral	24	33.3	34.3	72.9
	Agree	15	20.8	21.4	94.3
	Strongly Agree	4	5.6	5.7	100.0
	Total	70	97.2	100.0	
Missing	System	2	2.8		
Total		72	100.0		

Table J.3.: Clarity of Program Goals

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	4.2	4.2	4.2
	Neutral	11	15.3	15.3	19.4
	Agree	53	73.6	73.6	93.1
	Strongly Agree	5	6.9	6.9	100.0
	Total	72	100.0	100.0	

Table J.4.: Clarity of Subject Matters' Objectives

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	6	8.3	8.6	8.6
	Neutral	16	22.2	22.9	31.4
	Agree	44	61.1	62.9	94.3
	Strongly Agree	4	5.6	5.7	100.0
	Total	70	97.2	100.0	
Missing	System	2	2.8		
Total		72	100.0		

APPENDIX K

TABLES ON BASIC KNOWLEDGE IMPROVEMENT

Table K-1.: Indonesian Governance System

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly disagree	1	1.4	1.4	1.4
Disagree	2	2.8	2.8	4.2
Neutral	7	9.7	9.7	13.9
Agree	53	73.6	73.6	87.5
Strongly Agree	9	12.5	12.5	100.0
Total	72	100.0	100.0	

Table K-2.: Government Functions

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	3	4.2	4.2	4.2
Neutral	9	12.5	12.5	16.7
Agree	52	72.2	72.2	88.9
Strongly Agree	8	11.1	11.1	100.0
Total	72	100.0	100.0	

Table K-3.: Functions of Civil Service Institutions

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	2	2.8	2.8	2.8
Neutral	5	6.9	6.9	9.7
Agree	51	70.8	70.8	80.6
Strongly Agree	14	19.4	19.4	100.0
Total	72	100.0	100.0	

Table K-4.: Coordination System

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	1	1.4	1.4	1.4
Neutral	8	11.1	11.3	12.7
Agree	53	73.6	74.6	87.3
Strongly Agree	9	12.5	12.7	100.0
Total	71	98.6	100.0	
Missing System	1	1.4		
Total	72	100.0		

Table K-5.: Principles of Delegation of Power

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	4.2	4.2	4.2
	Neutral	10	13.9	14.1	18.3
	Agree	49	68.1	69.0	87.3
	Strongly Agree	9	12.5	12.7	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table K-6.: Supervisory and Control System

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	4.2	4.2	4.2
	Neutral	12	16.7	16.7	20.8
	Agree	51	70.8	70.8	91.7
	Strongly Agree	6	8.3	8.3	100.0
	Total	72	100.0	100.0	

Table K-7.: Concepts of National Dev. Planning

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	5	6.9	7.0	7.0
	Neutral	13	18.1	18.3	25.4
	Agree	44	61.1	62.0	87.3
	Strongly Agree	9	12.5	12.7	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table K-8.: Personnel Administration

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	4.2	4.2	4.2
	Neutral	5	6.9	6.9	11.1
	Agree	52	72.2	72.2	83.3
	Strongly Agree	12	16.7	16.7	100.0
	Total	72	100.0	100.0	

APPENDIX L

TABLES ON MANAGEMENT/LEADERSHIP SKILLS IMPROVEMENT

Table L-1.: Skills in Doing Clerical Works

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Strongly disagree	3	4.2	4.2	4.2
Disagree	15	20.8	20.8	25.0
Neutral	22	30.6	30.6	55.6
Agree	29	40.3	40.3	95.8
Strongly Agree	3	4.2	4.2	100.0
Total	72	100.0	100.0	

Table L-2.: Organizing and Leading Meetings

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	3	4.2	4.2	4.2
Neutral	10	13.9	13.9	18.1
Agree	52	72.2	72.2	90.3
Strongly Agree	7	9.7	9.7	100.0
Total	72	100.0	100.0	

Table L-3.: Writing Work Report

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	4	5.6	5.6	5.6
Neutral	14	19.4	19.4	25.0
Agree	48	66.7	66.7	91.7
Strongly Agree	6	8.3	8.3	100.0
Total	72	100.0	100.0	

Table L-4.: Works and Projects Presentation

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Neutral	18	25.0	25.0	25.0
Agree	49	68.1	68.1	93.1
Strongly Agree	5	6.9	6.9	100.0
Total	72	100.0	100.0	

Table L-5.: Confidence in Giving Inputs & Feedback

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Neutral	9	12.5	12.5	12.5
Agree	54	75.0	75.0	87.5
Strongly Agree	9	12.5	12.5	100.0
Total	72	100.0	100.0	

Table L-6.: Confidence in Doing Supervision

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Neutral	8	11.1	11.1	11.1
Agree	58	80.6	80.6	91.7
Strongly Agree	6	8.3	8.3	100.0
Total	72	100.0	100.0	

Table L-7.: Work Problem Solving

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	4	5.6	5.6	5.6
Neutral	7	9.7	9.7	15.3
Agree	51	70.8	70.8	86.1
Strongly Agree	10	13.9	13.9	100.0
Total	72	100.0	100.0	

Table L-8.: Decision Making

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	2	2.8	2.8	2.8
Neutral	6	8.3	8.5	11.3
Agree	50	69.4	70.4	81.7
Strongly Agree	13	18.1	18.3	100.0
Total	71	98.6	100.0	
Missing System	1	1.4		
Total	72	100.0		

Table L-9.: Motivating

	Frequency	Percent	Valid Percent	Cumulative Percent
Valid Disagree	1	1.4	1.4	1.4
Neutral	8	11.1	11.3	12.7
Agree	47	65.3	66.2	78.9
Strongly Agree	15	20.8	21.1	100.0
Total	71	98.6	100.0	
Missing System	1	1.4		
Total	72	100.0		

Table L-10.: Building Teamworks

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	1.4	1.4	1.4
	Neutral	10	13.9	14.1	15.5
	Agree	51	70.8	71.8	87.3
	Strongly Agree	9	12.5	12.7	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table L-11.: Networking

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	3	4.2	4.2	4.2
	Neutral	18	25.0	25.4	29.6
	Agree	45	62.5	63.4	93.0
	Strongly Agree	5	6.9	7.0	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table L-12.: Quality Service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	1.4	1.4	1.4
	Neutral	12	16.7	16.9	18.3
	Agree	44	61.1	62.0	80.3
	Strongly Agree	14	19.4	19.7	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

APPENDIX M

TABLES ON WORK ETHIC IMPROVEMENT

Table M.1.: Discipline

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	2.8	2.8	2.8
	Neutral	11	15.3	15.5	18.3
	Agree	45	62.5	63.4	81.7
	Strongly Agree	13	18.1	18.3	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table M.2.: Dedication

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	1.4	1.4	1.4
	Neutral	10	13.9	14.1	15.5
	Agree	52	72.2	73.2	88.7
	Strongly Agree	8	11.1	11.3	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table M.3.: Commitment

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	2	2.8	2.8	2.8
	Neutral	14	19.4	19.7	22.5
	Agree	50	69.4	70.4	93.0
	Strongly Agree	5	6.9	7.0	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table M.4.: Co-operation

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Disagree	1	1.4	1.4	1.4
	Neutral	8	11.1	11.3	12.7
	Agree	52	72.2	73.2	85.9
	Strongly Agree	10	13.9	14.1	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

Table M.5.: Respect Ideas of Other People

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Neutral	2	2.8	2.8	2.8
	Agree	55	76.4	77.5	80.3
	Strongly Agree	14	19.4	19.7	100.0
	Total	71	98.6	100.0	
Missing	System	1	1.4		
Total		72	100.0		

APPENDIX N
PERCENTAGES OF RESPONSES TO QUESTIONS ON PROGRAM CONTENT

Table N-1

n = 72

	Strongly disagree	Disagree	Neutral	Agree	Strongly Agree	Total
	%	%	%	%	%	%
Indonesian Governance System	1.4	2.8	9.7	73.6	12.5	100.0
Government Functions		4.2	12.5	72.2	11.1	100.0
Functions of Civil Service Institutions		2.8	6.9	70.8	19.4	100.0
Coordination System		1.4	11.3	74.6	12.7	100.0
Principles of Delegation of Power		4.2	14.1	69.0	12.7	100.0
Supervisory and Control System		4.2	16.7	70.8	8.3	100.0
Concepts of National Dev. Planning		7.0	18.3	62.0	12.7	100.0
Personnel Administration		4.2	6.9	72.2	16.7	100.0
Skills in Doing Clerical Works	4.2	20.8	30.6	40.3	4.2	100.0
Organizing and Leading Meetings		4.2	13.9	72.2	9.7	100.0
Writing Work Report		5.6	19.4	66.7	8.3	100.0
Works and Projects Presentation			25.0	68.1	6.9	100.0
Confidence in Giving Inputs & Feedback			12.5	75.0	12.5	100.0
Confidence in Doing Supervision			11.1	80.6	8.3	100.0
Work Problem Solving		5.6	9.7	70.8	13.9	100.0
Decision Making		2.8	8.5	70.4	18.3	100.0
Motivating		1.4	11.3	66.2	21.1	100.0
Building Teamworks		1.4	14.1	71.8	12.7	100.0
Networking		4.2	25.4	63.4	7.0	100.0
Quality Service		1.4	16.9	62.0	19.7	100.0
Discipline		2.8	15.5	63.4	18.3	100.0
Dedication		1.4	14.1	73.2	11.3	100.0
Commitment		2.8	19.7	70.4	7.0	100.0
Co-operation		1.4	11.3	73.2	14.1	100.0
Respect Ideas of Other People			2.8	77.5	19.7	100.0

APPENDIX O

SUMMARY OF DESCRIPTIVE STATISTICS

Table O-1.
Mean value for improvement of basic knowledge on public administration

	N	Minimum	Maximum	Mean	Std. Deviation
Indonesian Governance System	72	1	5	3.93	.678
Government Functions	72	2	5	3.90	.632
Functions of Civil Service Institutions	72	2	5	4.07	.613
Coordination System	71	2	5	3.99	.548
Principles of Delegation of Power	71	2	5	3.90	.658
Supervisory and Control System	72	2	5	3.83	.628
Concepts of National Dev. Planning	71	2	5	3.80	.749
Personnel Administration	72	2	5	4.01	.639
Valid N (listwise)	69				

Table O-2.
Mean value for leadership and managerial skills improvement

	N	Minimum	Maximum	Mean	Std. Deviation
Skills in Doing Clerical Works	72	1	5	3.19	.959
Organizing and Leading Meetings	72	2	5	3.88	.627
Writing Work Report	72	2	5	3.78	.676
Works and Projects Presentation	72	3	5	3.82	.539
Confidence in Giving Inputs & Feedback	72	3	5	4.00	.504
Confidence in Doing Supervision	72	3	5	3.97	.443
Work Problem Solving	72	2	5	3.93	.678
Decision Making	71	2	5	4.04	.620
Motivating	71	2	5	4.07	.617
Building Teamworks	71	2	5	3.96	.572
Networking	71	2	5	3.73	.654
Quality Service	71	2	5	4.00	.655
Valid N (listwise)	71				

Table O-3.

Mean value for work ethic improvement

	N	Minimum	Maximum	Mean	Std. Deviation
Discipline	71	2	5	3.97	.676
Dedication	71	2	5	3.94	.558
Commitment	71	2	5	3.82	.593
Co-operation	71	2	5	4.00	.561
Respect Ideas of Other People	71	3	5	4.17	.447
Valid N (listwise)	71				