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Evaluation of Reform Leader Academy Training Program in Indonesia

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ABSTRACT

Reform Leader Academy (RLA) training program is one of the national strategic programs aimed at forming leaders of bureaucratic reform in the context of transformation towards Smart Organizations. The RLA training program needs to be researched more deeply so that it can meet the expectations of stakeholders; can be well planned with complete inputs; be carried out in an orderly manner and; produce highly competent participants. In this article, ³² CIPP (Context, Input, Process, Product) and Kirkpatrick evaluation model are discussed. Based on the findings from qualitative and descriptive quantitative approach involving 50 participants of RLA Batch XVIII and XIX 2019 as research subjects, it shows and concludes that RLA training program has fulfilled the CIPP as well as Kirkpatrick Models. From the result of Context evaluation; the Planning of RLA Program has a strong legal basis and has an important urgency. From the Input evaluation, RLA has been carried out well from the supporting capacity of the curriculum. By the Process evaluation, RLA has fulfilled the 'Good' criteria, but there is still a need for improvement in consumption conditions during program implementation with 'Fair' criteria. Finally, by the Product evaluation, RLA shows result, which achieved from the implementation of the RLA Training program, has fulfilled satisfactorily the goal of the program by achieving 81,85% participants' competence with 'Good' criteria.

Keywords: RLA training program; evaluation; CIPP model; Kirkpatrick model

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INTRODUCTION

Indonesia is a country with a very dynamic development of governance. The vision of its bureaucratic reform, as stated in the Grand Design of the Indonesian Bureaucratic Reform, is the Realization of World Class Governance which has the characteristics of good governance. Efforts to realize this vision require a comprehensive way, considering the condition of the bureaucracy's performance, which is largely or almost entirely still apprehensive. This condition can be indicated by the existence of the Government Effectiveness Index by the World Bank, and the Global Innovation Index whose results are still not as expected.

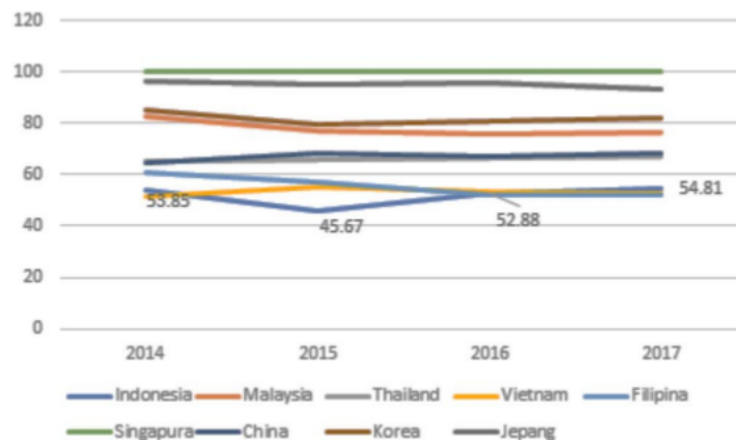


Figure 1. Government Effectiveness Index Ranking of Several Asian Countries 2014-2017

Source: World Bank, 2018 in 2020-2024 NIPA Strategic Plan

As seen in Figure 1 above, Indonesia's ranking in the Government Effectiveness Index is still relatively low compared to a number of countries in Asia. Indonesia's ranking only increased from 53.85 percent in 2014 to 54.81 percent in 2017. Comparatively speaking, countries such as South Korea and Malaysia are still far above Indonesia in this index, and as well as are too distant from developed countries such as Singapore and Japan.

The unsatisfactory performance of the bureaucracy as described above requires a comprehensive restructuring of the bureaucracy, both at the central and regional levels. This rearrangement demands an integrated, systematic and synergistic process of change in the context of realizing a World Class Government. In addition, innovation in government services also has a role in seeing the innovation profile of the state administration. The government is the main actor in the public sector ³³ playing an important role in the economic progress of a country. This can be seen from Figure 2 below, Indonesia's ranking in the 2014-2018 period experienced an incremental increase from rank 87 to rank 85.

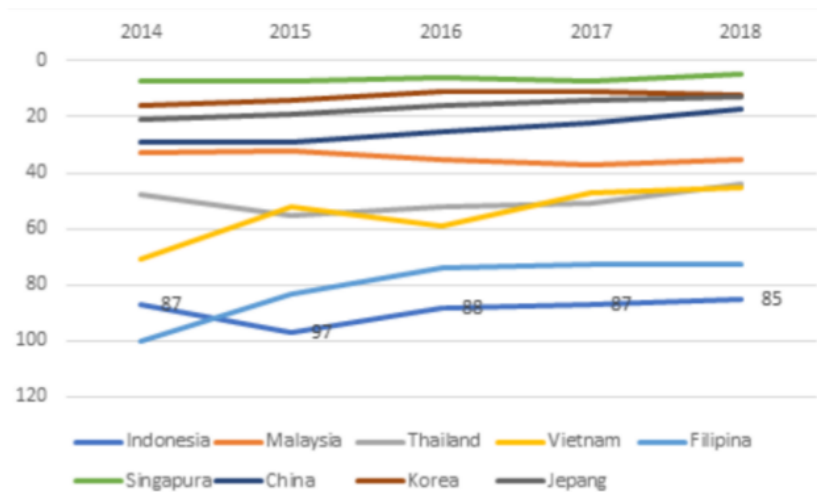


Figure 2. Global Innovation Index Rankings of Several Asian Countries 2014-2018

Source: World Bank, 2018 in 2020-2024 NIPA Strategic Plan

Based on this, the existence of a reform leader element is very much needed to bring innovation in quality governance governance. No world-class government can be realized without a leader who has innovation both in planning and in implementation which is carried out continuously in its development.

RLA training is regulated by the ²² Regulation of the Minister of State Apparatus Empowerment & Bureaucratic Reform Number 21 of 2013 concerning the Bureaucratic Reform Leadership Education & Training Program as well as the Regulation of the Head of the National Institute of Public Administration (NIPA) Number 5 of 2017 concerning Guidelines for the Implementation of the Reform Leader Academy (RLA) Training and the Regulation of the National Institute of Public Administration Number 7 of 2019 concerning Bureaucratic Reform Leadership Training which is a national strategic training to answer the challenges of the needs of reformed leaders in the context of accelerating bureaucratic reform. In its implementation, participants will undergo various breakthrough project tasks containing challenges with a certain level of difficulty so that these challenges will fill the performance gap of participants to become reform leaders. ⁴ Muhammad Maqsood Khalid, Chaudhry Abdul Rehman, and Muhammad Ashraf (2012) states that in order to meet ²⁸ the performance gap, an organizational training has become an effective tool in developing organizational work units and ensuring implementation in their work units.

In order to evaluate the effectiveness of a training program, an evaluation process is required. Aziz, Mahmood, Rehman (2018) explained ¹⁶ “*Evaluation is the process of determining the extent to which objectives are attained. It is concerned not with the appraisal of achievement but also with the improvement*”. Meanwhile, according to Sukardi (2014), ¹⁵ evaluation can be viewed as, “... as a structured process that creates and synthesizes information intended to reduce uncertainty for stakeholders about a given program or policy”. This means ²¹ that program evaluation as a structured process that creates and collects information aimed to reduce stakeholder uncertainty about defined programs and policies.

Evaluation of a training program is important and necessary ⁵ to provide an assessment of the success or effectiveness of a training program based on predetermined criteria or objectives, which will then be followed by decision-making on the program. The evaluation was carried out at the Center

for the Development of Technical and Socio-Cultural Competencies of the State Civil Apparatus, National Institute of Public Administration of the Republic of Indonesia, with a focus on evaluating the Reform Leader Academy (RLA) training program for batch XVIII and XIX 2019, whether or not the implementation of the RLA training program was effective based on the criteria or objectives had been established.

MATERIALS AND METHODS

The CIPP Model

The CIPP model proposed by Stufflebeam and Shinkfield is a decision-oriented evaluation approach structured to provide assistance to administrators or decision-making leaders. Stufflebeam argues that the results of the evaluation will provide alternative solutions to problems for decision makers. Gunung and Darma (2019) explain "*the CIPP Model was used because the effectiveness of this evaluation model can be measured to obtain formative and summative results and also to the ability in solving problems that occur.*" Stufflebeam (2007) further states that "*the CIPP model is a comprehensive framework for guiding evaluations of programs, projects, personnel, products, institutions, and systems*". This CIPP evaluation model consists of 4 components which are described as follows:

1. Context evaluation. Context evaluation to answer the question: What needs to be done? Context evaluation includes analysis of problems related to the program environment or objective conditions to be implemented. This evaluation identifies and assesses the needs that underlie the development of a program.
2. Input Evaluation. The second stage of the CIPP model is input evaluation, or input evaluation. To seek answers to the questions: What should be done? Input evaluation helps

organize decisions, determine existing resources, what alternatives are taken, what are the plans and strategies to achieve goals, and what are the working procedures to achieve them.

- 10 3. Process Evaluation. Process evaluation seeks to find answers to the question: Is it being done? This 12 evaluation is used to detect or predict the design of procedures or implementation design during the implementation stage, provide information for program decisions and as a record or archive of procedures that have occurred.
- 1 4. Product Evaluation. Product evaluation is directed to answer the question: Did it succeed? 10 This evaluation is an assessment carried out in order to see the achievement / success of a program in achieving predetermined goals.

The Kirkpatrick's Four Leveled Evaluation Model

1 This evaluation model consists of 4 sequential stages, starting from the reaction, learning, behavior and results stages. In the reaction stage, evaluation is carried out to determine the response of education and training participants to the guided programs. This evaluation answers questions related to the participants' perceptions of the training being carried out. According to Kirkpatrick, that every training 1 program must do at least an evaluation of the reaction rate. In addition, participants' reactions to training have the most important consequences for learning (evaluation-level 2). Positive reactions do not necessarily guarantee good learning, whereas negative reactions almost always have a negative effect on learning.

At the learning stage, an evaluation is carried out to measure whether the training participants get additional and increased knowledge, attitudes and skills after attending the training. At the behavior stage, it is used to measure the transfer of knowledge that occurs during the training program and its effect on students' attitudes. Evaluation at this stage is to determine the answer to the question that the knowledge and skills they have just acquired can be implemented in their field of work and

environment? Are changes in the attitudes and behavior of students due to the newly acquired training? This stage is most appropriate for measuring and assessing the effectiveness of the programs that have been implemented. In the results stage, it is done by measuring the results / impact of the training on organizational performance

The Linkage of Kirkpatrick's Four Levels Model and CIPP Model

Kirkpatrick, like many traditional program evaluation models, focuses on proving something (i.e. outcome achievement) about a program. Thus, it is usually conducted at the end of the program. CIPP, on the other hand, acknowledges program improvement, so providing useful information for decision makers during all phases of program development even when the program is still being developed (Gandomkar R, Jalili M, Mirzazadeh A. 2015 in Gandomkar R, 2018).

In their scientific article Aaberg, W. and Thompson, C. in 2012 conducted a study entitled "Infusing Two Models of Evaluation into A Military Environment: A Case Study", in which the model carried out was to include Kirkpatrick's evaluation elements into the CIPP model analysis (Figure 3).

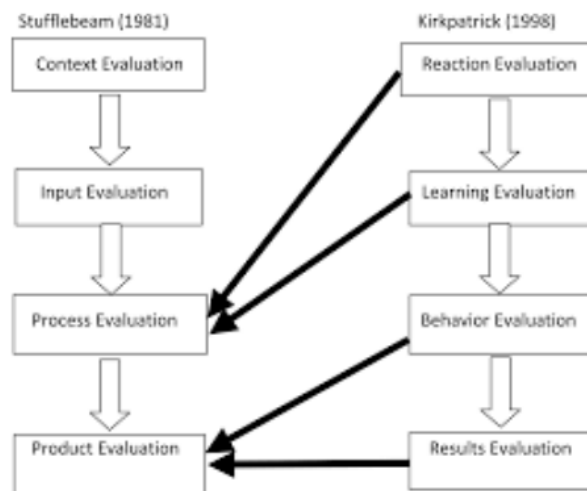


Figure 3. Model CIPP dan Model Kirkpatrick

Source: Aaberg, W. dan Thompson, C, 2012

Research Design

This research was conducted to find data on the implementation of RLA training activities for batch XVIII and XIX 2019 in order to get quality government / institutional leaders. This study uses the CIPP Model by incorporating evaluation elements into Kirkpatrick's Four Levels Model. The research model design is as follows:

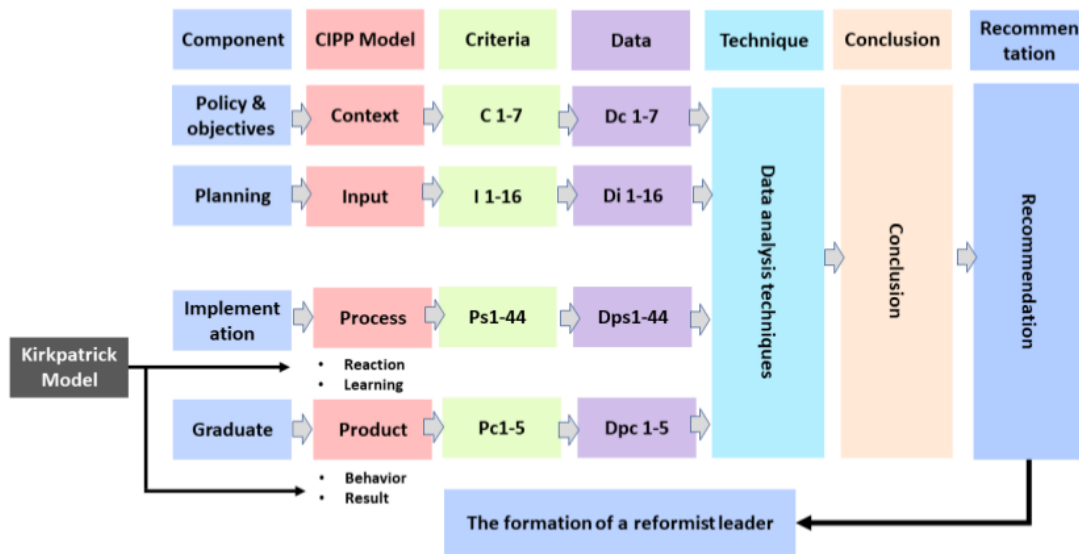


Figure 4 Research Design

Research Methods

The training evaluation the CIPP Model and the Kirkpatrick Model are used in this research. The research methods used were qualitative and descriptive quantitative methods (Table 1). The study population was 50 participants of RLA batch XVIII and XIX 2019, with a sample of 50 people.

Evaluation Model	Component	Methods	Technical Data
CIPP	Context	Qualitative	Triangulation (Observation, Key Persons in-depth interviews and literature study)
	Input		

Kirkpatrick	<i>Process</i>	• Qualitative	• Triangulation
	<i>Product</i>	• Quantitative descriptive	• Questionnaires (Likert scale 1 s.d 5)
	<i>Reaction</i>		
	<i>Learning</i>	• Qualitative	• Triangulation
	<i>Behaviour</i>	• Quantitative	• Questionnaires
	<i>Result</i>	descriptive	(Likert scale 1 s.d 5)

Table 1 Research Method Matrix

Umam, K. A., and Saripah, I (2018) Data analysis of the questionnaire results was carried out by comparing the result value with the ideal value then multiplied by 100%. This calculation is called the Percentage of Effectiveness (PE) which is obtained from the average value of the Percentage of Aspects (PA), as for determining the value of PA using the following formula:

$$PA = \frac{\text{Respondents' Score Average}}{\text{Maximum Score Range}} \times 100 \%$$

No	Value Range	²⁰ Criteria
1	90 % - 100 %	Verry Good
2	80 % - 89 %	Good
3	70 % - 79 %	Fair
4	≤ 69 %	Poor

Table 2 Effectiveness Criteria

Qualitative methods use triangulation, namely ²⁶data collection techniques that combine various data collection techniques and existing data sources through observation, in-depth interviews, and study of literature / other supporting documents simultaneously on key persons (Figure 5).

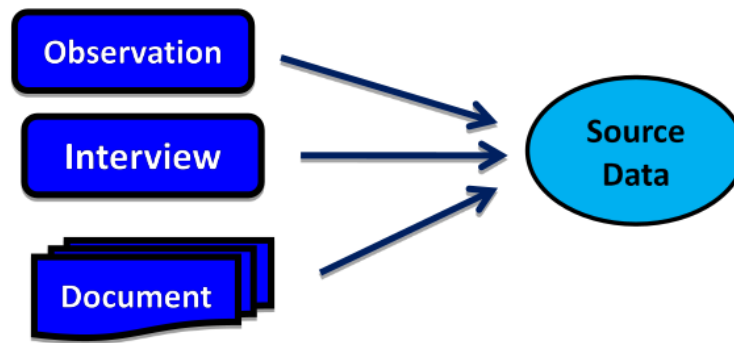


Figure 5. Triangulation Technique

RESULT AND DISCUSSION

³¹ Based on the results of research on the RLA training ¹⁷ program using the CIPP evaluation model oriented to decision makers (a decision oriented evaluation approach structured) for leaders, and Kirkpatrick's model oriented to post training outcomes. The results of the evaluation of CIPP and Kirkpatrick in alternative problem solving for decision makers, are as follows:

Context Evaluation

² Based on the results of the research, it was found that the ³⁰ goals and objectives of this program were to equip participants with the knowledge and skills needed to make changes related to bureaucratic reform policies both national and institutional.

Component	Aspect	Result
Context	Policies to meet the needs of reformist government leaders / institutions	<ul style="list-style-type: none"> Program goals and objectives are achieved
	Training program policies	<ul style="list-style-type: none"> ¹ Regulation of the Minister for Administrative Reform & Bureaucratic Reform Number 21 of 2013 concerning the Bureaucratic Reform Leadership Education & Training Program

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- Regulation of the Head of NIPA Number 37 of 2015 concerning Guidelines for Implementing Education and Training for Reform Leader Academy
 - Regulation of the Head of NIPA Number 5 of 2017 concerning concerning Guidelines for the Implementation of RLA Training
 - Regulation of the National Institute of Public Administration Number 7 of 2019 concerning Bureaucratic Reform Leadership Training
 - Decree of the Head of NIPA Number 359 / K.1 / PDP.07 / 2019
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Table 3 Context Evaluation

Input Evaluation

RLA training is carried out with a curriculum that is the result of experts, so that it is considered capable of achieving the goals and objectives that have been set, with the curriculum built into three agendas, namely:

1. Leadership and Change Management Agenda.

The leadership and change management agenda provides the knowledge and skills needed to make changes according to the RLA theme related to Bureaucratic Reform policies, both national and institutional. In this agenda participants will be provided with training courses on Collective Capabilities, Synergistic Leadership, Transformational Leadership, Change Management, Innovation, and the Role of Change Agents.

2. National Change Action Agenda.

The National Agenda for Action for Change equips the ability to actualize the concepts and policies of the National Bureaucratic Reform in accordance with the RLA theme. In this agenda participants will be provided with training on National RB Concepts and Policies,

stakeholder coalitions, benchmarking and activities for the formulation of the National RB Action Plan, Consolidation of National RB Action and the National RB Action Campaign.

3. Institutional Change Action Agenda.

The Agenda for Institutional Change Action provides the ability to actualize the concepts and policies of Institutional Bureaucratic Reform derived from the National RB Action in accordance with the strategic theme of the RLA. In this agenda, participants will be provided with RB Concept and Policy Training courses, needs for RB Institutions, stakeholder coalitions, activities to design Agency RB Action Plans, Seminar on Institutional RB Action Plans, Implement Agency RB Actions and Seminar on Institutional RB Action Results. Apart from that, a force theme has been determined which needs to be formulated a solution, it is sought for collaborative innovations in the field of public programs or services whose results can be directly felt by the wider community.

The quality of the comprehensive RLA curriculum is also supported by a rigorous selection process with potential participants from various central and regional government agencies. The selection of participants includes; namely administrative selection, psychological tests, English language tests, and interviews with bureaucratic reform experts from internal and external National Institute of Public Administration (NIPA).

Apart from the full support of competent and professional teaching staff, another input factor in planning from the start of the program is the availability and feasibility of infrastructure. This is related to visitation activities in the curriculum which require participants to come to a locus far from the training center.

Component	Aspect	Result
Input	Determination of Requirements for RLA Training Participants	<ul style="list-style-type: none"> • Several strategies have been implemented properly in order to achieve program goals and objectives, through: <ol style="list-style-type: none"> 1. Selection of participants 2. Conducting National and Institutional Bureaucratic Reform Design Seminars 3. Implementation of the Seminar on the Results of the Implementation of the Bureaucratic Reform Draft, both national and institutional
	Determination of trainer requirements	
	Determination of the type of competence as a reformist leader	
	Determination of the time of operation and provision of facilities and infrastructure	

Tabel 4 Input Evaluation

Process Evaluation

In the process evaluation stage, the CIPP Model includes elements of the Kirkpatrick Model, namely the level of reaction including the conformity of the program's reference frame design with the realization of the program implementation, service providers, conditions of the place of operation at the time of program implementation, conditions of supporting facilities at the time of program implementation with 'Good' effectiveness criteria, except for the aspect of consumption conditions during program implementation which received the effectiveness criteria of 'Fair'. So it can be said that the participants' reaction level felt satisfied with the implementation of the RLA training. Meanwhile, the level of learning, such as the competence of teachers at the time of program implementation, received the criteria of "Very Good", meaning that this aspect was in line with participant satisfaction at the reaction level. As a whole, the percentage of process component's effectiveness got the criteria of "Good" with a percentage of 84.88% (Table 4).

Component	Aspect	Average	PA (%)	Criteria
Process	The suitability of the Program Terms of Reference Design with the Realization of Program Implementation	4,20	83,93%	Good
	Organizing service	4,25	85,00%	Good

The condition of the venue at the time of program implementation	4,11	82,20%	Good
Consumption conditions during program implementation	3,82	76,30%	Fair
Condition of supporting facilities at the time of program implementation	4,50	89,90%	Good
Trainer competence at the time of program implementation	4,60	91,94%	Verry Good
Percentage of Process Component Effectiveness		84,88 %	Good

Tabel 5 Process Evaluation

Product Evaluation

At the product evaluation stage, the CIPP Model includes elements of the Kirkpatrick Model, namely the level of behavior which includes:

1. Ability to analyze work unit problems after attending RLA training
2. Ability to make innovative interventions / solutions to solve work unit problems after attending RLA training
3. Ability to map stakeholders who contribute to solving work unit problems
4. Ability to communicate strategically / to influence stakeholders in supporting the success of work unit programs after attending the RLA Training
5. Ability to communicate effectively in coordinating tasks to subordinates / colleagues after attending RLA training
6. Ability to build an effective work team after attending RLA Training.

The Kirkpatrick Model elements at the results level included in the product components include:

1. The role or strategy in building the work motivation of subordinates / colleagues after attending the RLA Training
2. The role or strategy in encouraging the emergence of ideas, ideas, innovation in the work unit

3. Participants' perceptions of the significance of the training material (problem analysis skills, innovative solutions, mapping stakeholders and successful implementation) both have an effect on the implementation of current tasks and the work unit's support for the innovative intervention / solution initiated.

Overall, the percentage of process component effectiveness got the criteria of "Good" with a percentage of 81.85%. (Table 5), so that it can be said that it is in accordance with ¹ the goals and objectives of the RLA training program. These results are also the result of a rigorous participant selection process and the preparation of an appropriate RLA Training curriculum.

Component	Aspect	Average	PA (%)	Criteria
Product	Results achieved from the RLA Training Program	4,09	81,85%	Good
Percentage of Product Component Effectiveness			81,85%	Good

Tabel 6 Product Evaluation

CONCLUSION

¹ Based on the formulation of the problems in this study, the following conclusions are obtained:

1. ² Context Evaluation

The evaluation of the planning of the RLA training program has a strong legal basis and has an important urgency.

2. Input Evaluation

The evaluation of the RLA training program planning has been carried out well, seen from the supporting capacity of the curriculum in accordance with the needs of the training program and available infrastructure.

3. *Process Evaluation*

¹ Evaluation of the implementation of the RLA Training program by including Kirkpatrick's evaluation aspects, namely reaction and learning, gets the criteria of "Good", but there is still a need for improvement in consumption conditions during program implementation.

4. *Product Evaluation*

¹ Evaluation of the results achieved from the implementation of the RLA Training program by including Kirkpatrick's evaluation aspects, namely behavior and results getting the criteria of "Good" and in accordance with the program goals and objectives

RECOMMENDATION

The recommendations given from the results of this study are:

1. RLA training needs to add teaching methods that are more applicable (go directly to the field) not only through simulations.
2. There needs to be full support from agencies in the implementation of the draft National and Institutional RBs.
3. It is very necessary for RLA training to continue through strengthening materials related to strategic communication skills, mapping and collaboration with stakeholders as well as digital literacy to strengthen public services.

ACKNOWLEDGMENT

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