POLICY FORMULATION AND EDUCATION GOVERNANCE BASED ON ASSESSMENT CENTER

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ARTICLE INFO	ABSTRACT
	The implementation of education decentralization encourages district/city governments to have broader authority in developing education sector in each region to realize policy blueprint. In actuality, in has been implemented through the implementation of school-based management and autonomy of higher education institutions that provide broader authority on education units to manage the resources they have, including allocating them according to priority needs. However, the implementation of decentralization and education autonomy has not yet been fully implemented due to insufficient division of roles and responsibilities of each level of government including its contribution to the provision of education budgets and the minimum service standards that should have been set by each district / city with general reference from central government. This gap needs to be weighed by the government in regulating policies related to education development, among other things, through human development, which needs to be accelerated in order to be able to contribute to economic development and compete with the global nation. This gap of policy encourages this research, aiming at seeking alternative policy approaches based on self-potential and local potential as a reference for developing educational policies. This study shows the feasibility of this policy formulation, by examining factors closely related to policy formulation, namely the organizational culture of policy formers and implementors. The analysis shows that to get the most out of this alternative policy formulation, the culture assessment center needs to be based on an effective and efficient organizational culture by acknowledging the seven main characteristics of organizational culture.

INTRODUCTION

In the Preamble to the 1945 Constitution it was stated that the establishment of "The Government of the Indonesian State which protects all of the Indonesian Nation and all of Indonesia's blood and to promote public welfare, to educate the nation, and participate in global governance based on independence, perpetual peace and social justice." With this statement, the vision of "educating the nation" naturally became one of the objectives of the administration of the country. The meaning of "educating the nation" is certainly not limited to the understanding of individual intelligence; but also includes the overall intelligence of individual citizens. The meaning of "educating the life of the nation" is certainly related to various aspects of individual life in the family, community, nation and state.

To actualize this meaning, Article 31 of the 1945 Constitution states that: (1) Every citizen has the right to education; (2). The government endeavors and operates a national education system, which is regulated by law. Efforts to fulfill the rights of every citizen in the field of education clearly require the support of

various educational and educational resources. Meanwhile, building an effective national teaching system in accordance with the provisions and directives listed in Chapter IV, Article 5 of Law Number 20 Year 2003 concerning the National Education System is also not easy. Article 5 states:

> Article 5:
> (1) Every citizen has the same right to obtain quality education.
> (2) Citizens who have physical, emotional, mental, intellectual, and / or social disabilities are entitled to special education.
> (3) Citizens in remote areas and remote indigenous peoples are entitled to special education services.
> (4) Citizens who have special intelligence and talent potential are entitled to special education.
> (5) Every citizen has the right to have the opportunity to improve lifelong education.

According to Soedijarto (2008, p. 47), since the New Order, there seems to be a growing understanding that the implementation of national education is the same as an effort to simply expand learning opportunities without regard to the minimum requirements that must be met for the administration of education that can educate the nation's life and advance the national culture. The lack of school facilities, the low quality of teachers, and the lack of textbooks and other educational tools make members of the International Commission for 21st Century UNESCO Education, In'am Al Mufti come to a conclusion (Delors et al., 1998, Chapter Epilogue):

> In the past two decades in the particular, government and international agencies in the developing world sought the respond to developmental challenges by focusing increasingly on expanding educational opportunities. This drive by developing countries was in fulfillment of UNESCO's mission to achieve "Education for All". But the expansion in education was concentrated on coping with the growing demand for schooling, while the quality of education itself was not given priority. The result was over-crowded school, outdated teaching methods based on learning by rote and teachers who have become unable to adapt to more modern approaches such as democratic participation in the classroom, co-operative learning and creative problem-solving. These are now obstacles better education.

The condition of school education concluded by Al-Mufti seems to represent the condition of education in Indonesia. Therefore, according to Soedijarto (2008, p. 48), if we consider that such school conditions are normal conditions, then the constitutional responsibility of the government to make the implementation of national education in order to educate the nation's life and promote national culture is not carried out. Such a view of the condition of schools ultimately creates problems and challenges for national development performance in the field of education. That is, the development of national education is still faced with a number of problems and actual challenges that demand optimization of the performance of all educational resources. Still relevant is what was stated by Malik Fajar (2005, p. 5), that there are nine main problems and challenges of national education development. The nine main problems and challenges in question are: (1) The level of education of the population is still relatively low; (2) The dynamics of population structure changes have not been completely overcome in educational development; (3) Education level gaps; (4) Educational service facilities especially for junior high school and higher education are not yet available

equally; (5) The quality of education is still relatively low and has not been able to meet the competency needs of students; (6) Educational development has not been fully able to improve the entrepreneurial skills of graduates; (7) Higher Education still faces obstacles in developing and creating science and technology; (8) Education management has not run effectively and efficiently; and (9) Education development budget is not yet available adequately. Of the nine problems and challenges raised by Malik Fajar, there are still six problems and challenges that until now have not been overcome and optimally anticipated at the same time. The six problems and challenges referred to are: (1) Gap in education level; (2) Education service facilities especially for junior high school and higher education are not yet equally available; (3) The quality of education is still relatively low and has not been able to meet the competency needs of students; (4) Development of education has not been able to fully enhance the entrepreneurial skills of graduates; (5) Higher Education still faces obstacles in developing and creating science and technology; (6) Management of education has not run effectively and efficiently.

The disparity in the level of education occurs because there is still a wide gap in the level of education between community groups such as between rich and poor residents between male and female residents, between residents in urban and rural areas, and between regions. The poor consider that education is still too expensive and has not yet provide significant or comparable benefits with the resources expended. Therefore, education has not become an investment choice. Although the monthly tuition has been officially abolished by the government, in reality the community still has to pay school fees. Other expenses outside the school tuition such as the purchase of books, stationery, uniforms, transportation fees and allowances are also

an obstacle for the poor to send their children to school. The burden on the poor to send their children to school becomes heavier if their children do not work to help parents (Fajar, 2005, p. 7). Education service facilities especially for junior high school and higher education are not yet available equally. Limited educational service facilities in rural, remote and archipelago areas make it difficult for children, especially girls to access services for children who have physical, emotional, mental, social and / or potential disabilities and have special intelligence and talents. adequate.

The quality of education is still relatively low and has not been able to meet the competency needs of students. This problem is mainly due to the inadequate availability of educators, both in terms of quantity and the quality of educators' welfare; learning facilities that are not yet adequately available; and education operational costs that have not been adequately provided. Educational development has not yet fully been able to improve the entrepreneurial abilities of graduates. Secondary and tertiary education graduates still tend to work for others rather than creating jobs for themselves (Fajar, 2005, p. 8). Higher Education still faces obstacles in developing and creating science and technology. Research and development activities and the dissemination of the results are still limited. In addition, the process of transferring science and technology also faces obstacles because of the limited availability of international textbooks and journals. Non-formal education that functions both as a transition from the world of school to the world of work, as a form of lifelong education and is directed primarily to improve life skills and foster professionalism and vocational competence is not yet widely accessible to the public. In addition, the format and quality of non-formal education is also not possible to be used as a substitute for

relevant lessons in formal education units (Fajar, 2005, p. 9).

Education management has not run effectively and efficiently. With the implementation of education decentralization, district / city governments have broader authority in developing education in each region since the preparation of plans, determining program priorities and mobilizing resources to realize plans that have also been implemented through the implementation of school-based management and autonomy of higher education institutions. give broader authority to education units to manage the resources they have, including allocating them according to priority needs. With the implementation of the decentralization of education autonomy, it is hoped that the regions and education units will be more responsive to local needs. However, the implementation of decentralization and education autonomy has not yet been fully implemented due to the insufficient division of roles and responsibilities of each level of government including its contribution to the provision of education budgets and the minimum service standards that should have been set by each district / city with general reference from the government. center. In addition to the effectiveness of community participation in education development including the roles and functions of the education council and school / madrasah committees that have not been optimal (Fajar, 2005, p. 10).

This gap needs to be a concern of the government in regulating policies related to education development. Several surveys at various levels show the underdevelopment of Indonesian human resources compared to other countries. The test from the Program for International Students Assessment (PISA) that measures the competence of 15-year-old students in 2015 ranked Indonesia 69th out of 76 countries surveyed (World Bank, 2015). The results of the Program for the International Assessment of Adult Competencies survey also showed that Indonesian respondents suffered in terms of literacy, numeracy and problem solving (OECD, 2015). Indonesia also ranks 110th in the Human Development Index (HDI) formed based on four indicators, namely life expectancy, literacy rates, average length of schooling, and purchasing power. The second and third indicators relate to development achievements in education (UNDP, 2018). Thus, the urgency of solving basic problems in the education sector needs to be resolved immediately so that the quality of Indonesian people is getting better. Human development needs to be accelerated in order to be able to contribute to economic development and compete with the global nation. Equitable education and efforts to increase the percentage of the population that attends tertiary education becomes the first homework. This encourages this research to be carried out, aiming at seeking alternative policy approaches based on self-potential and local potential as a reference for developing educational policies. This research is divided into four parts. The first part is an introduction that discusses the background to the research. The second part is a literature review on the concept of potential and the concept of education policy formation which is then followed by the methodology. The third part is the result of the analysis and concludes with the conclusion in the fourth part.

LITERATURE STUDY
a. Potential and Competency

According to Kidd, Crawford, and Riches (1997, p. 20), potential is a form of resource or capability which is quite large, but that ability has not been revealed and has not been activated and often even unconsciously suppressed. They argue that the concept of potential shows that life is a process of becoming – a gradual development of personality. Leading humanistic psychologists such as Abraham

Maslow and Carl Rogers argue that each individual within them has extensive resources for healthy and successful living. These resources become sidelined and suppressed during the socialization process, but can be revived if a supportive psychological climate is formed. The tendency of actualization like this is human characteristic, so it can be found in everyone, even with different levels. Leaders need to consider the extent to which their current organizational culture and climate facilitates an environment for growth and development of self-potential. Thus, self-potential can be re-actualized (Kidd et al., 1997, pp. 20–21).

In general, regional potential is the ability of an area in the form of resources that can be used exploited and taken advantage of for further development so that it can improve and create adequate regional capabilities (Sujali, 1989, pp. 38–39). Meyer-Krahmer (1985) argues that regional potential is closely related to regional development policies, where at present these policies have limited choices manifested in disparities in income, population and infrastructure. So, as a result, regional research increasingly encourages innovation-oriented regional policy studies. This shows that the potential of the region is increasingly playing an important role in regional development policy, in this case in the field of education, considering the necessary policy innovations will be closely related to the potential presence in the region.

The concept of competency is explained by Shermon (2004, pp. 11–12) as:

"Competency" has two relevant meaning -The first, addresses the ability of an individual to perform effectively in a job-relevant area. The second, is a definition of what is required of an individual, for effective performance. These two are closely related but distinct. The second meaning, involves defining what is important to be successful in a job, while the first deals with the degree to which and individual does, what is important for a job, defining job competencies is useful in assisting individual develop their competencies for that job. This area related to success in a job or role. Building on this definition, a competency model is a grouping of individual competencies, which describes all, or most of the requirements for job function, or organizational success.

From Shermon's explanation, we can understand that competence shows the ability of someone relevant to work effectively, also shows what is needed to work effectively. Shermon's view can be said to be a development of competency theory that refers to the theory of competence of Spencer Jr. & Spencer. Furthermore, Spencer Jr. & Spencer (1993, p. 9) provide the following concepts of understanding competencies:

A competency is an underlying characteristic of an individual which is causally related to criterion-referenced effective and/or superior performance in a job or situation. Underlying characteristic means the competency is a fairly deep enduring party of a person's personality and can predict behavior in a wide variety of situation and job task Causally related means that a competency causes or predict behavior and performance. Criterion- referenced means that the competency actually predicts who does something well or poorly, as measured on a specific criterion or standard.

From Spencer Jr. & Spencer's explanation above it is obtained an understanding concept that "underlying characteristics" implies competence is the deepest part of personality possessed by someone who can predict various

circumstances, tasks and jobs. The word "causally related" can be interpreted that competence is something related to behavior and performance. The word "Criterion-referenced" implies that competence refers to who has good performance criteria and unfavorable performance criteria, when measured from certain performance criteria or standards. In this context, Spencer Jr. & Spencer (Spencer Jr. & Spencer, 1993, p. 11) shows five competency characteristics: 1) motives, are things that someone consistently thinks about the actions that cause them; 2) characteristics, namely physical characteristics and consistent responses to information situations, 3) a person's self-concept, attitudes, values, or self-image, 4) knowledge, information a person has in a particular content area, and the ability to perform physical or mental tasks.

b. *Public Policy Formulation*

The concept of public policy (public policy) covers all aspects of the lives of citizens, which are aspects of the lives of citizens both those that provide services, make arrangements, distribute anything that becomes the country's property and wealth looking for resources needed for state activities, exploring resources nature and protection to society and so on. The scope of the field of public policy is divided into several activities both regulatory and strategic policies, according to Rais et.al. (2002, p. 239), there are several public policy activities, namely: 1) distributive policy making activities; 2) policies governing competition; 3) policies governing protection; 4) policies concerning the redistribution of public wealth; 5) extractive policies; 6) strategic policies; and 7) policies due to the crisis. These public policy making efforts require a clear understanding of what public policy really is. For this reason, experts define public policy, including Dye (in Islamy, 2002, p. 18) argues that public policy "…is whatever the government

chooses to or not to do". From the understanding of the above policy, if the government chooses to implement something there must be an objective (objective) and the state's policy must cover all the government's "actions" so it is not merely a statement of the government or official. On the other hand, Anderson (in Wahab, 1997, p. 5) states that state policy is a policy developed by government agencies and officials. Anderson further said that public policy or state policy should have implications: 1) that state policy always has a specific goal or in other words that the policy must be goal-oriented; 2) the policy contains the actions or patterns of actions of government officials; 3) the policy is what the government actually does so it is not what the government intends to do or will state; 4) state policy can be positive in the sense that it is some form of government action on a particular problem or negative – in the sense of: it is the decision of a government official to do something; and 5) that government policies - at least in a positive sense - are based or are always based on coercive laws and regulations.

The many interests that are in a policy should be made with the right stages clearly making it easier for all parties to be able to oversee the implementation of the policy, according to Rais et.al. (2002, p. 236) executive duties and authorities in producing political policies have the task of making, formulating, delivering / implementing, evaluating public policies in a country. The executive government also has the duty and authority to decide whether a policy can be continued or canceled. Stages or the process of policy making as stated above shows that the task of the government (executive) is not merely limited to how to execute a policy and decisions that have been taken. But it covers all elements of the policy starting from forming the agenda, then formulating the policy, delivering it to the community, evaluating the policy and then deciding

whether the policy can be continued to be carried out or just canceled. In the administration of government in Indonesia, the making of regulations or policies is one of the tasks of the government (executive) at both the Central and Regional levels, including drafting laws, government regulations, and regional regulations. Then discuss it and formulate together with the legislature which ultimately becomes a product in the form of laws or government regulations. Furthermore, the government also implements laws, government regulations and regional government implements these regional regulations. After the implementation, an evaluation is carried out on whether the law or government regulation. Furthermore, the government has also implemented the Laws, Government Regulations and Regional Government that have been implemented well and whether it has brought benefits to the community or not, and also determined how it will proceed. This can be observed in the following diagram:
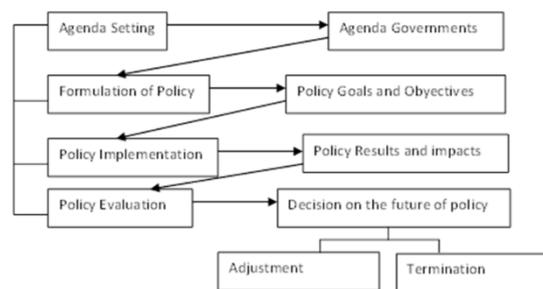

Figure 1 The process of public policy formulation

Policy is indeed a process of a unified and whole in the elements but this study is interested in researching on how the policies carried out by the government in implementing educational services in order to improve the quality of education services.

METHODOLOGY

This research's approach uses qualitative methods, trying to uncover various uniqueness found in individuals, groups, communities, or organizations in daily life as a whole, in detail, in and scientifically accountable. A qualitative approach is expected to be able to produce in-depth descriptions of speech, writing, presence or behavior that can be observed from an individual, group, community, and / or a particular organization in a particular context setting which is reviewed from a holistic, comprehensive, and holistic perspective (Bogdan & Taylor, 1992, p. 22). This research focuses on primary and secondary data in the form of in-depth interviews, and reports from international organizations and the Government of Indonesia. The analysis used by the author is explanatory or explains the purpose of analyzing, identifying, and explaining factors and indicators related to the research question and then explaining the empirical logic that will be described deductive-inductive (Bogdan & Taylor, 1992, pp. 67–68). This approach is used for the reason that the alternative focus of policy on solving the problem of education policy formation in an effort to improve the quality of life of the community, nation and state in Indonesia, although conceptually important, but the results of research in this regard are still rare, unclear, complex, dynamic, and full meaning so it is inadequate when examined through a quantitative approach that operates tends to be simpler, and ignorant of the unique dynamics of human behavior. In this study the process of collecting data was only done once, both sourced from informants and selected documents. Thus, the research design used was cross sectional. The research was

conducted in a relatively short time and the data was revealed simultaneously to all research informants and other secondary sources. Analysis of this study uses data collection techniques, both secondary qualitative data by emphasizing the study of literature with theoretical data collection techniques, or primary data obtained through document studies that rely on official documents (white papers) of the Government of the Republic of Indonesia.

ANALYSIS

a. *Potential Based Policy Formulation through Assessment Center*

Potential-based policy formulation through the Assessment Center is a policy formulation proposed in this study based on several considerations that are related to the concept of potential and efforts to synergize existing potential with the direction of education policy. This education formulation is based on policy formation theory which divides policy formulation / formation into several stages: 1) agenda setting; 2) governance agenda; 3) formulation of policy; 4) goal-setting; 5) policy implementation; 6) policy impact; 7) policy evaluation; and 8) policy changes. Considering that this research aims to find alternative policies, the analysis process is limited to the fourth process. In the first stage, agenda-setting, policy agenda is to find an alternative formulation of policies that are able to answer the challenges and problems faced by education governance. Thus, the governance agenda of the policy formulation is related to this matter, with a focus on the government as the main stakeholder and several other stakeholders. This agenda management process will also be closely related to the context of policy formulation, such as the background of the problem, the factors that influence / are affected by the policy, and how the policy is directed. The third stage is the formulation of policy, which is the stage that is the focus of this study, where this formulation will be based on the concept

of potential and how excavation of that potential can be achieved through a government Assessment

Center that links policy with policy implementation (Hoffman, Kennedy, LoPilato, Monahan, & Lance, 2015).
As explained in the previous section, potential is hidden and untapped strength, hidden talent, or unreachable success, even though we actually have the power to achieve this success (Oliver, Hausdorf, Lievens, & Conlon, 2016). The potential itself consists of talent (talent) and character (trait). In line with that the government has time to build a competent and independent institution called the Assessment Center (AC). The Assessment Center can function as a study center or a center for the assessment of the potential and self-competence of every Indonesian, and at the same time can be used as a data and information bank of the potential and self-competence of every Indonesian. The personnel from the assessment center are experts in the field of personal potential and personal competence such as psychologists, academics in education, etc.

Assessment Center is a method for predicting behavior through several simulations by several assessors to measure a person's ability to handle responsibilities in the future by using the criteria for success in the position. Lowry (1995) states that the assessment center "... is another method of evaluating future potential, but they don't rely on the conclusions on one psychologist." Another opinion defines the Assessment Center as "... one of the institutions to assist both civil servants and government offices to prepare and evaluate their potential civil servants who are reasonably promoted or assigned to the higher positions or challenging and complicated jobs" (Lievens & Goemaere, 1999). Thus, the Assessment Center (AC) can be designed to measure / assess: 1) an individual's personal potential related to talent and character; and 2) personal competence

related to knowledge, skills, and attitude (Ritchie, 1994).

In addition, the performance of government depends on the performance of the bureaucracy and the performance of the bureaucracy is highly dependent on the performance of the State Civil Apparatus as individuals working in the bureaucracy (Rupp et al., 2015). Referring to individual performance, David McClelland (McClelland, 1965) said:

There is a basic characteristic that is more important in predicting work success. That something, more valuable than academic intelligence. And this can be determined accurately, and can be a deciding point (critical factor) between a star performer and a dead wood. This is called competence.

Ainsworth, Smith and Millership (2007, p. 72) say that competence is a combination of knowledge and skills relevant to work. Competence is the capacity to handle a job, or a task based on a predetermined standard. Whereas Woodruffe (1991) argues that:

They distinguish between the notions of competence and competency, which is defined as the concept of work-related, which shows "the work area where people can be competent or superior". While competency is a basic concept related to people, which shows "the behavioral dimension that underlies superior achievement".

Both opinions basically show that competency is an individual's ability or excellence that is relevant to the demands of the job or reaches a performance standard. In this context, Shermon (2004, p. 11) says:

A competency is an underlaying characteristic of a person, which enables him to deliver superior performance in a given job, role or a situation. This characteristic may be called an "attribute bundle". Consisting of knowledge, skills, trait, social role, self-image and motive. The "underlying characteristic", manifests itself in the form of behavior, which helps identification and measurement of competency.

Referring to this competency issue, Spencer Jr. & Spencer (1993, p. 13) said:

Type of level of competency has practical implication for human resources planning. Knowledge and skill competencies tend to be visible, and relatively surface. characteristics of people. Self-concept, trait, and motive competencies are more hidden, "deeper", and central to personality. Surface knowledge and skill competencies are relatively easy to develop; training is the most cost-effective way to secure these employee abilities. Core motive and trait competencies at the base of the personality iceberg are more difficult to assess and develop: it is most cost-effective to select for these characteristics.

From the explanation above it is known that knowledge and skill competencies are relatively easy to know, and can be developed through education and training. However, motive, trait and self-concept competencies are somewhat difficult to know because they are hidden competencies. The basic motives and basis that shape a person's personality. An understanding of the relationships between the five types of competency characteristics can guide predicting a person's behavior and performance. Thus the competency model in accordance with the needs of the position or job is a pattern of understanding about the relationship of competence with job functions or job demands. The concept of understanding like this is certainly relevant for developing the Management of State Civil

Apparatus Resources to build professionalism, and the profession of the State Civil Apparatus that can be relied on to improve the quality of education services and the effectiveness of education services in all types and levels of education. Therefore theoretically, the competency characteristics that cover five dimensions, namely (1) Motives, (2) Traits, (3) Self-concept, (4) Knowledge and (5) Skills can be used as a reference for building ASN Ethical Standards in work units bureaucracy and educational institutions (Chen & Naquin, 2006).

Personal competency data can be accessed by users both government and private agencies for the needs of recruitment, placement, promotion,

rotation, development. The impact is beneficial in the use of the budget because every government agency for these needs no longer needs to budget because individual competency data and information are available at the Assessment Center or the Personal Competency Data and Information Bank, the most important benefit of this individual self-competency data bank besides time, cost, facilities and infrastructure efficiency so that people work to become professionals because competent people and at the same time can create Indonesian people who no longer abuse their positions or corruption, so this can be an alternative to implement Indonesia's mental reform.
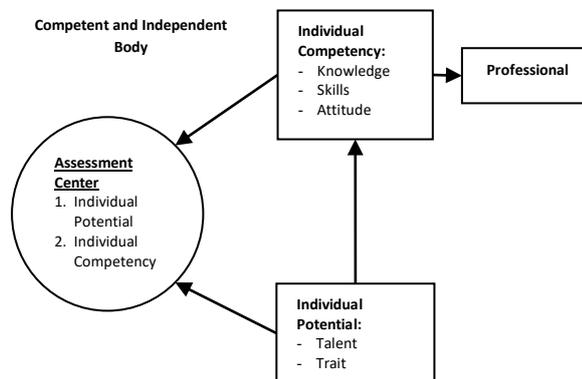

Figure 2 Policy Formulation Based on Assessment Center

b. Formulating Organization and Policy Implementor Work Ethics

Formulation of policies, especially in the field of education, cannot be separated from various things that are closely related to the problems or challenges that become the agenda of the policy formulation. In this case, this research argues that there are two things that should be taken into account in the formulation of policy based on the assessment center, namely the organizational culture of policy makers and implementers and the leadership patterns of these stakeholders. Work ethic is an integral part of organizational culture. Organizational culture that applies in every work unit of educational bureaucracy or educational institution, basically is a cultural concept that shows the

actualization of a series of rules, regulations and norms adopted by all apparatus or educational staff in bureaucracy and institutions; and then become the identity of the bureaucracy and the institution. The process of forming an organizational culture in a bureaucratic work unit and or educational institution is clearly not free from the influence of the environment in which the bureaucratic work unit and educational institution are located. Thus, the organizational culture becomes an inseparable part of the culture of society in general. Organizational culture can be interpreted as an arrangement that binds all members of the organization. Why is that, because of organizational culture, according to McShane and Von Glinow (2010, p. 460),

"*The basic pattern of shared values and assumptions governing the way employees within an organization think about and act on problems and opportunities*". The important thing raised by McShane and Von Glinow is that organizational culture is a set of shared values and assumptions that govern the way employees think and act to overcome problems and opportunities.

McShane and von Glinow (2010, p. 416) say "*organizational culture is the values and assumptions shared within an organization". This opinion shows that organizational culture is* a set of values, beliefs, and norms that affect employees in the way they think, feel, and behave towards each other and towards people outside the organization. The important thing from the explanation put forward by George and Jones above is that values and assumptions in organizational culture can promote work attitudes and behaviors that increase organizational effectiveness. That is, the values in question are provisions, rules, or work norms that guide the attitudes and behavior of members of the organization in working as well as in making decisions. Organizational culture refers to the values and passion that underlie the management of all organizational resources. These values are the beliefs shared by every organization. These values and passion are "intangible" forces. In this case Basuki (2007, p. 27) said:

> *Organizational culture is the strength and potential of an organization to coordinate and control the behavior of members of the organization. The strength of an organizational culture with good socialization among members of the organization will influence the increasing quality of information and coordination of behavior.*

As a value system that is binding on all members of the organization, organizational culture is formed from a long process of the organization's presence in carrying out various activities related to the interests of all members of the organization as well as the interests of the external environment associated with the existence of the organization. Therefore, enhancing the work culture values of the educational bureaucracy and the work culture of educational institutions is the development of the cultural values of public organizations to strengthen the bureaucratic value system or educational institutions to better suit community development, social change and global dynamics associated with the implementation of the educational function. Increasing the values of bureaucratic work culture and the work culture of educational institutions intended to realize the seven main characteristics of organizational culture as stated by Robbins (2005, p. 485), namely: innovation and risk taking; attention to detail; outcome orientation; people orientation; team orientation; aggressiveness; and stability.

Innovation and risk taking are defined as a reflection of the attitudes and work behavior of the education apparatus who see the importance of innovation and the courage to take logical risks to improve the quality of education services and increase the effectiveness of education services. Attention to detail is defined as a reflection of the attitudes and work behavior of the education apparatus who consider important attention to the details of the quality of education services and the details of the effectiveness of education services. Outcome orientation is defined as a reflection of the attitudes and work behavior of the education apparatus that is fully oriented towards meeting the needs and expectations of students. People orientation is defined as a reflection of the attitudes and work behavior of the education apparatus that is fully oriented towards the interests of society, nation and state. Team orientation is defined as a reflection of the attitudes and work behavior of the education apparatus that is

oriented to the interests of cooperation by removing sectoral egos. Aggressiveness is defined as a reflection of the attitudes and work behavior of the education apparatus who see the importance of increasing the active role of the apparatus to advance education. Stability is defined as a reflection of the attitudes and work behavior of the education apparatus that is consistent and consistent in implementing educational norms and ethics in accordance with statutory regulations. So if it is associated with the formulation of the innovation assessment center policy it becomes a central thing in this policy concept.

CONCLUSION

With the view that educational administration governance reforms take place in the implementation of the education bureaucratic function and the implementation of the functions of educational institutions and involve the education bureaucracy apparatus and education personnel as objects and at the same time the subject of educational administration governance reform activities, it is necessary to set priorities for education administration governance reform in the factors the most dominant determinant. The intended factor is the mental factor of the apparatus in the education bureaucracy and the apparatus mentality in the institution, education. Thus there is a central issue that is the focus of the target of educator administrative governance reform. This is the conclusion of this study, where the background of the problem is the challenges of education management in today's era requiring alternative approaches formulated through an education center-based education policy. This study shows the feasibility of this policy formulation, by examining factors closely related to policy formulation, namely the organizational culture of policy formers and implementors. The analysis shows that to get the most out of this alternative policy formulation, the assessment center culture needs to be based on an effective and efficient organizational culture by acknowledging the seven main characteristics of organizational culture, namely innovation and risk taking; attention to detail; outcome orientation; people orientation; team orientation; aggressiveness; and stability.

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