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# philosophica et theologica

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**Applying Bardach and patashnik's Poliy Concept**  
to Educational Leadership Development Effort  
in the Developing World  
*Gregorius Kuku Nugroho*

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# studies philosophica et theologica

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# APPLYING BARDACH AND PATASHNIK'S POLICY CONCEPT TO EDUCATIONAL LEADERSHIP DEVELOPMENT EFFORT IN THE DEVELOPING WORLD

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## Abstrak

Para peneliti di negara berkembang berjuang untuk mengembangkan kebijakan yang mendukung pengembangan kepemimpinan pendidikan. Bardach dan Patashnik (2016) menyusun risalah kebijakan publik dengan judul “Sebuah Panduan Praktis bagi Analisa Kebijakan: Delapan Langkah untuk Efektivitas Penyelesaian Persoalan” dalam Bahasa Inggris “*A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*”. Literatur ini telah menginspirasi para peneliti kajian kebijakan menghasilkan kebijakan publik berkualitas tinggi. Peneliti menggunakan paradigma dari Bardach dan Patashnik (2016) sebagai sarana untuk mendorong Indonesia membangun kebijakan pendidikan berkualitas tinggi. Saat ini pembuat kebijakan dan semua tingkat kepemimpinan pendidikan yang bekerja di negara berkembang perlu merumuskan infrastruktur dan kebijakan untuk merumuskan peningkatan pengembangan kepemimpinan. Study ini menyarankan pendekatan ‘Delapan Langkah Analisa Kebijakan’ oleh Bardach & Patashnik (2016) sebagai pemicu penelitian mendalam kebijakan publik pendidikan di Indonesia.

**Kata Kunci:** Indonesia, kebijakan publik, kebijakan pendidikan, konsep kebijakan, negara berkembang,

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## Abstract

Researchers in developing countries struggle to develop policies that support leadership development in education. Bardach and Patashnik (2016) in their seminal book titled “*A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving*” is a robust literature for high-quality policy. The researcher for this study using the paradigm from Bardach and Patashnik (2016) as a means to advocate Indonesia to build high-quality policy. As policymakers and all level leadership in educational settings work in the developing world contemplate what infrastructure and policy to take when formulating improvement on leadership development, they would do better to

base their approach using Eightfold Path by Bardach & Patashnik (2016).

**Keywords:** developing country, educational policy, Indonesia, policy concept, public policy.

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## Introduction

Many developing countries struggle to develop policies that support leadership development in education. Policymakers seem to be caught in a vicious circle that makes them unaware of how to overcome many problems simultaneously. Most policymakers fail to see the whole problem as a unity and then get caught up to deal with partial issues that do not even solve the root of their educational concerns. Bardach and Patashnik (2016) in their seminal book titled “A practical guide for policy analysis” want to help unravel the root of the problem by providing a way through a high-quality policy. While this book is not explicitly made for developing countries, this book can be an essential reference for policymakers in the educational setting in developing countries.

### 1. Indonesia: Educational Leadership Development in Developing World

Lately, researchers in educational setting have called for increased consideration to policy studies<sup>1</sup>. Previously around the world, policy studies in K-12 leadership development educations have motivated primarily on the effects of the National Standards<sup>2</sup>, nationwide standardized testing<sup>3</sup>, or legislated policies such as No Child Left Behind<sup>4</sup>. Policies can be advantageous instruments for effecting transformation<sup>5</sup>, but policy analysis, which shapes and informs policy recommendations, has not yet been widely employed by leadership development scholars calling for widespread changes in developing countries such as Indonesia.

Understanding the term of developing world is not easy, but the author agrees with the opinion of Aycan (2002) which referring to some essential characteristics. Aycan (2002) stated:

“The two major distinctions between ‘developing’ and ‘developed’ countries are that the Developed World countries, on average, have a higher per capita income

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1 Gunter & Thomson 2009; Hall 2013; Day & Leithwood 2007; Wang, Gurr & Drysdale 2016; Jayapragas 2016.

2 Ravitch 2011; National Research Council 2015.

3 See also: Ravitch 2011; Starr 2017; Tienken 2017.

4 NCLB; Holbein & Ladd 2017; Wieczorek 2017.

5 Morse and Struyk, 2006.

than the Developing World and that they rank higher on the United Nations' Human Development Index (including indices of good education, health care, and quality of life)"<sup>6</sup>.

While people are more focused on the steady economic ability to describe the developed world, developing world is more characteristic mainly on the side of the need of improvement of education, health care, and quality of life.

Indonesia is a country that has vast cultural diversity. Every region and even in every institution has a significant difference characteristic. The influence of local context and culture are factors that should not be ignored. Differences that exist in each country also should be taken into account when discussing the topic of leadership development.

"Models of preparatory training, certification, selection, assessment, induction and ongoing development for school leaders are necessarily rooted in specific national conditions and contexts. They are the product of unique, and dynamically changing, sets of circumstances – political, economic, social, cultural, historical, professional and technical – in that country."<sup>7</sup>

Reflecting Bolam (2004) the various regulations pursued in multiple countries reveal how each nation tries to overcome the problems they have experienced. Leadership development as a fundamental framework is merely a formality in developing country such as Indonesia. Administrator of the district practices it just because of to fulfill a regulation. A substantial improvement in school principal selection and preparation occurred in 2009 when the Ministry of National Education announced a by-law number 6. It is about the establishing a national agency called *Lembaga Pengembangan dan Pemberdayaan Kepala Sekolah* (LP2KS) or the 'Agency for School Principal Empowerment and Development'.<sup>8</sup>

Policy research in educational setting is a worldwide contemporary concern. Leithwood and Jantzi (1999) researched seven educational systems in leadership development. They concluded that a certain degree of commonality and some interesting fact about policy borrowing across the world of education. They also undoubtedly noticed that variations in context happened in each culture of learning. Back to Indonesia's circumstances, started in 2009, school leadership short course was compulsory to be a principal by the Minister of National Education. Agency for School Principal and Empowerment or *Lembaga Pengembangan dan Pemberdayaan Kepala Sekolah* was established located in Solo, Central Java Province, in 2010.<sup>9</sup> In some ways, this agency applies the same policy the British used in 1997 with the National Professional Qualification for Headship (NPQH). The NPQH was aimed to help new prin-

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6 C.f.: Aycan 2002, 3.

7 Bolam, 2004, 251.

8 LP2KS, 2018.

9 Ibid.



principal have a common set of leadership expectation and standards (Bush, 2013). Although not described in this paper, it should be noted that the prominent appearance of LP2SK in Indonesia is policy borrowing rather than 'policy learning,' which will be the discussion of 'eightfold path' by Bardach and Patashnik. Policy borrowing tries to make a shortcut and apply the practice of the better benchmark in education by the Western educational system to create a policy (Pereira, 2016). Meanwhile, the LP2SK results in Indonesia cannot be known because there is no evaluation and independent data that reveal it.

Indonesia in part of world concern on educational reform. Sumintono (2017) reports that patterns of leadership development in Indonesia have evolved, in answer to changing concepts of how the school system should be systematized. Bjork (2005) in Malang, East Java indicated in the study that Indonesia needs leadership more than before. "Indonesian teachers (and also administration), with no history of exercising leadership in educational matters, also lacked models for the new roles MOEC (Minister of Education and Culture) leaders expected them to adopt"<sup>10</sup>. In agreement with Bjork, Raihani (2008) researched the same result of leadership development in Islamic educational setting. Following characteristics of a successful leader according to the International Successful School Principalship Project (ISSPP) the result from her study showed the principals in Jogjakarta, Indonesia "were able to transform their schools to become better places for students to experience learning"<sup>11</sup>.

Indonesia neglects the educational leadership development for a long period of time. We have to notice, just sixty-eight after independence Indonesia systemized the educational leadership development nationwide. Suryadarma & Jones (2013) indicated the need for leadership development in Indonesia. The future and challenge of Indonesia educational setting are about the focus of leadership development. The school and teachers need somebody to be a real leader in the educational field. Suharti, in Suryadarma & Jones (2013) suggested leadership as one of the most critical problems in the field. The researchers showed 'the first is that Indonesia now has a surplus of teachers, which to some extent leads to short working hours. The second is that the improvement in teacher qualifications and levels of certification does not appear to have paid off in better performance among students'<sup>12</sup>. When the country became well educated but the distributions of educational sources are missed the country will suffer in the long run, a lot of teachers and no leadership development in place.

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<sup>10</sup> Bjork, 2005, 27.

<sup>11</sup> Raihani, 2008, 493.

<sup>12</sup> Suryadarma & Jones, 2013, 49.

The educational reform in Indonesia includes policy and leadership development as important part. Experts suggested the proposition of leadership as central part of Indonesia educational reform. The researchers stated that there “discrepancies in the processes of Indonesia’s school reform mean that the objectives of the national education reform are not reflected in its implementation”<sup>13</sup>. They cited Mr. Malik Fajar the Minister of Education statement in 2002, that “the Indonesian government did not educate school leaders to be independent in many aspects of school administration”<sup>14</sup>. It was proven later on in Minister of Education National Regulation no. 28/2010 on Teacher Assignment as Principal as part of the policy that not solve the root of the problem. The regulation does not have leadership development paradigm in it. The rule only requires that a principal must have a certificate of principalship to provide legality of personality, managerial, entrepreneurial, supervision and social competence. Therefore, the arrangement of the principal recruitment system needs to be fixed systematically to obtain candidates for principals that meet the standards as expected. Unfortunately, the overall process is a formality to gain certificates that are useful for the promotion. The agenda behind all the process is fulfilling existing quotas of principals certified and project.

Hariri et al. (2012) exposed the need for leadership development in alignment with the job satisfaction and decision-making style. The study proved there was more leadership’s problem in decision-making and job satisfaction in the school building. School-Based Management is good policy but not applicable if the administration in position is not aware how to lead the system.

Leadership development is needed in the school building, as the goal of education is student improvement. Congruent with that statement, Damanik (2014) studied the link between school improvement and principal leadership behavior. The study also implies that leadership development is needed to build leadership capacity and capability of school principal. The more the principal well trained in improving the school climate and teachers’ self-efficacy the more the more the school appreciate leadership system. There is need to strengthen leadership development in basic leadership practices and instructional leadership dimensions. Jawas (2014) in Malang, East Java, Indonesia, investigated principal and the growth of student learning and development. The researched uncover the importance of leadership to instigate the student learning and development. Unfortunately, the researchers did not give comprehensive enough information on how to develop characteristics in leadership development in alignment with policy.

Reviewing leadership development in historical perspective shows us ‘the latest stage of an evolving policy innovation’<sup>15</sup> as a researcher this is an op-

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13 Sofo et al., 2012, 506.

14 Ibid., 503.

15 Bolam, 2004, 251.

portunity to reflect the policy what we need in the future. Observations on educational leadership development literature reinforce the opinion that the educational system in Indonesia needs to build up. It can be stated that theoretically the development of leadership development in education literature in Indonesia is still stuck at the infancy level.<sup>16</sup>

## **1. Applying Bardach and Patashnik's Policy Concept to Leadership Development Effort in the Developing World**

### **1.1. The Eightfold Path One: Define the problem**

*"Focus on primary outcome"*<sup>17</sup>

*"When values are at issue – as they are regarding criterion selection, as well – we must reckon how to weight opposing values"*<sup>18</sup>

Polymakers and educator around the world, especially in the developing world, need to understand the problem of their environment. Defining the root of the problem provides us the laser focus to improve education setting. Considering the possibility in all situations is essential. Revisiting the define problems and opportunities around us also construct positive result to get the better clear outcome. It is important to the leaders in the developing world to have a clear understanding the powers at work in their environment that hold them back from reaching their full potential.

It is important to consider that policy should be achievable. Also, need to think what makes the policy impossible. Do not mistake opportunities as a problem. Notice also how to address the issue clearly, not with the rhetoric that will even obscure the problem. Defining the root of the educational problem in every community is the first step of leadership development effort in the developing world.

### **1.2. The Eightfold Path Two: Assemble some evidence**

*"As a policy analyst, there are two important activities: "thinking and hustling data that can be turned into evidence"*.<sup>19</sup>

*"Evidence, in this case, is understood as "information that affects the existing beliefs ... about significant features of the problem you are studying and how it might be solved or mitigated"*.<sup>20</sup>

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16 c.f.: Pereira (2016) stated about this condition: "While there are some efforts to contextualize educational leadership within the multiple intersectionalities of power, politics, and geography, proposed suggestions for change are brief and not as rigorous; there is too little research evidence on how well these 'solutions might work.'" see: Pereira, 2016, p. 8.

17 Bardach, Eugene. and Eric M. Patashnik. *A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving* (Fifth edition. ed.). Los Angeles: CQ Press/SAGE, 2016, 115.

18 Ibid., 34.

19 Ibid., 12.

20 Ibid., 13.

Acting to solve the problem is very important. But also need to consider the most appropriate and the most important action. Thinking of actions based on existing data calculations will be helpful in making useful long-term policies. Beginning early to work is also very helpful to catch up on the backwardness experienced by developing countries. Taking into account the high quality of work and the achievement of maximum results is very helpful to make the policy able to solve the problem.

Leaders in developing countries face many problems. But it would be advantageous to solve the root of the problem based on the basic needs of the most accessible data. Often a seemingly unresolvable problem finds its solution easily. If one by one the problem is done based on the most urgent needs and the most laborious problem, then incrementally will be many difficulties solved based on the data we get. We have to be aware that even the ministry of education in Indonesia (Mr. Malik Fajar, 2002) needs to gather small evidence as a small steps of leadership development.

### ***1.3. The Eightfold Path Three: Construct the alternatives***

*By alternatives, we mean something like "policy options," or "alternative courses of action," or "alternative strategies of intervention to solve or mitigate the problem."*<sup>21</sup>

*"Configure the system's organizational structure and its operating processes"*<sup>22</sup>

Developing countries typically have limited qualified human resources and budgetary funds. But this does not mean there is no way to improve the quality of education it all. Thinking about alternatives provides the possibility to make changes. The main thing at this stage is after considering related comprehensively various problems; it is necessary to focus which first to solve. It would be useful to focus on doing one thing and elucidate it rather than doing many things but not getting enough results. Budget constraints will also always coincide with time constraints. Having a clear target and knowing how to monitor those objectives will give you the confidence to keep on changing for the better.

Leadership development in the future considers two things like keys. They are leadership assessment and leadership mentoring. As in practice of leadership, it is also contemplated the locality of the culture, the importance of identity, multi-level approaches, self-leadership, physical fitness, shared leadership, networking, creativity, emotions, spirituality and onboarding processes (Pearce, 2007). The first thing, of course, the equalization of opportunities for teachers and educators who have the capability and ability to become principal.

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<sup>21</sup> Ibid., 18.

<sup>22</sup> Ibid., 116.



#### 1.4. *The Eightfold Path Four: Select the criteria*

It is important to consider: “whether or not the projected outcome will solve the policy problem to an acceptable degree.”<sup>23</sup>

*“Define the objectives to be achieved”*<sup>24</sup>

Leaders in developing countries often deal with systems that are not well organized. Poor accountability, inadequate performance of the state apparatus is a commonplace. Dealing with this situation, leaders need to make efficiency and strengthen the value of institution through policy. The more people are masters who need to be served with the principle of equality, equity, fairness, justice. A temporary project approach and only thinking about the benefits of a particular party will undermine long-term goals. Providing objective criteria that can be achieved with policy is essential for developing countries.

#### 1.5. *The Eightfold Path Five: Project the outcomes*

*“Project all the outcomes (or impacts) that you or other interested parties might reasonably care about.”*<sup>25</sup>

*“Test whether it will work”*<sup>26</sup>

The detail is about the difference between the use of money and goods or services received and social benefits. The author suggests that policy analysts narrow and deepen their analysis regarding the intended impact of their policy. “Projecting outcomes often requires you to think not just about the general direction of an outcome but about its magnitude, as well. Typically, it is not enough to say, “We expect this program to have a very positive effect on reducing unwanted teenage pregnancies.” Instead, you would want to say, “We expect this program to reduce by one hundred to three hundred the number of unwanted teenage pregnancies per year in this community over the next five years.” Developing magnitude estimates can help reduce the likelihood that an analysis will be misinterpreted.”<sup>27</sup>

Projecting the results obtained helps for leaders in developing countries. Perceivable, calculated risk and projected results assure that the policy is useful. Developing countries often do not have a certain amount of certainty that can be counted concerning performance execution. But that does not mean it cannot be done to build new habits that are useful for long-term society with policy. For example, leadership policy success when the vast improvement of education in Malaysia where the policy projected the bilingual program for students in the late 1960's and early 1970's<sup>28</sup>. The corrup-

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<sup>23</sup> Ibid., 28.

<sup>24</sup> Ibid., 122.

<sup>25</sup> Ibid., 46.

<sup>26</sup> Ibid., 122.

<sup>27</sup> Ibid., 50.

tion that is also often faced can be overcome by exposing the clarity of results openly to the public. Opportunities for corruption will also be reduced if leaders utilize technology early on to forecast results. Involving the broader community and the various competent parties in the field is also very important for the accuracy of estimating these results.

### **1.6. The Eightfold Path Six: Confront the trade-offs**

*Policymaker should “rank order the list of preferred alternatives so that it is up to the decision maker to decide when enough is enough.”<sup>29</sup>*

*“The trade-offs then become implicit rather than explicit. But that is better than not confronting them at all”<sup>30</sup>*

Developing countries have unique characteristics, not that developing countries have no advantage. At some point, policy makers and leaders in the field of education must consider the advantages they possess and use to support their future. Progress and the benefit to as many people as possible become important as we consider various possible solutions to the policy. Leaders in developing countries must relatively be able to see equally the difficulties that exist insight, and the possibility of future achieved through the policy will be launched.

Thinking about long-term results is very important. It should also be understood, when determining the policy of political conditions are very influential in determining the choice of policy. But the thought of long-term benefits to society would be far more beneficial than short-term gains for the interests of the nearest election.

### **1.7. The Eightfold Path Seven: Decide!**

*“This need to focus, narrow, and deepen your analysis of the most promising alternative(s) means that you must think very seriously about (1) the politics of getting this alternative legitimated and adopted, and (2) the design of the ongoing institutional features that will have the power and resources to implement the policy or program in the long run.”<sup>31</sup>*

*“The analogy is this: If your favorite policy alternative is such a great idea, how come it’s not happening already? The most common sources of failure on this test are neglecting to consider the resistance of bureaucratic and other stakeholders in the status quo and the lack of an entrepreneur in the relevant policy environment who has the incentive to pick up what seems like a great idea and see it through.”<sup>32</sup>*

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28 Suryadarma & Jones, 2013, 217-219.

29 Ibid., 19.

30 Ibid., 70.

31 Ibid., 71.

32 Ibid., 72.

No matter what, policymaker and leadership position has to make the decision. Often the decision to make the policy is in the hands of the leaders. At other times there are groups that together make the decision. But still, a decision must be made. In developing countries, the logic and people's understanding of leadership and politics is not very bright. Choosing the best policy that initially does not seem the benefits will usually make many people cannot understand, but this will all disappear along with the results achieved. It is at such times that leaders provide enough education for the people to explain the benefits of the policy that has been done. The reliable calculation to project the results will affect the success of the decision made.

Leadership development always takes into account human aspects as a starting point. The problem that needs to be decided is how to make a decision that can advance the leadership development of principal through our policy. Overlapping policies that seem to occur in Indonesia are valuable lessons when the stages of thought and results are not done in depth.

### ***1.8. The Eightfold Path Eight: Tell your story***

*"You can tell your story in written or in oral form. In either case, communicate simply and clearly. The guiding principle is that other thing being equal; shorter is always better"*<sup>33</sup>

*"The New York taxi driver test"*<sup>34</sup>

"The New York taxi driver test" is a test to assess the conciseness of a policy (Bardach, 2009: 41). Bardach attempted to test the effectiveness of communication between policy makers by performing techniques that could be understood by a New York taxi driver. Bardach argues that good policy is simple so that a taxi driver can understand it. The policy is also quite clear and easy to be understood so that can be explained briefly while driving a taxi. Bardach considers a New York taxi driver also a non-specialist as well as a tough consumer. It is advised that to tell the story the policy maker (1) gauge the audience(s) (2) use a logical narrative flow (3) does not make common mistakes: showing all works; listing without explaining.

Policymakers should also expect to be accountable for a policy through proper explanation. It would be very beneficial if in developing countries leaders were aware to master the eighth path very well. "Policy analysis is not just an exercise in truth-telling, however. It is a pragmatic and responsible effort to facilitate reasonable discourse about a policy future that is inherently uncertain".<sup>35</sup> Policymaker and leadership position often fail to explain the policy because they fail to tell briefly and understandably. In a developing country

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33 Ibid., 74.

34 Bardach, 2009, 41 and Bardach, 1998.

35 Bardach and Patashnik, *op. cit.*, 2016, 121-122.

with a diverse level of intellectual understanding, it would be helpful if leaders and policymakers mastered this path satisfactory.

## 2. Conclusion

Critical policy analysis is capable of providing a space for critical voice recommendations. It is important to emphasize the need for educational policy improvement by revealing the relationship between power, culture, political bureaucracy, and accountability. As a reflection, local governments and communities throughout Indonesia have the potential to be empowered. They have the data on the needs, weaknesses, and educational issues that occur in their area. These issues can be used as material for training and public policy empowerment in each region. Such problems have never reached maximum resolution due to the lack of attention and lack of professionalism in handling them. With a public policy that is an alignment with the sociocultural approach, this kind of problem is closer to being solved, including inequality in the field of education service. It is about time to listen to the hope of the margin.

Being trusted as a leader at all levels in the workforce of education also requires a lot of responsibilities. The educational leadership in developing world needs to be aware of the importance of their policy impact to their society in future.<sup>36</sup> Leadership development in Education within the framework of developing countries should also take into consideration the element mentioned by Bardach and Patashnik (2016) as the “ethical cost” aspect (59). When the leadership development policy also takes into account the characteristics as a Quality Policy, of course, the results of this Policy also increase, which will also make many people will be helped. Bardach & Patashnik provide a framework for policy planning and policy analysis processes that are important for leadership development.

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36 See the success story of Malaysia in Suryadarma & Jones, 2013, 225-232.



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