Policy Capacity Implementationat the Organizational Level in Indonesian Air Force Academy

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Abstract. Policy capacity has been used in many organizations, including IDAFA, and continuously implemented to adopt education regulations because it is adaptive to IDAFA's special and unique character. This article discusses policy capacity at the organizational level to maintain quality with an outcome of the best accreditation. This research adopts a descriptive qualitative methodology. Its qualitative essence lies in collecting naturalistic data aimed at elucidating present phenomena through narrative descriptions and participant perspectives using powerful tools, which is the theory of public policy proposed by Xun Wu et al. This article's result is evident that the implementation of the policy capacity framework is crucial as an adaptive strategy to achieve effective Accreditation of Academic Units (AAU). This is exemplified by the highest accreditation status, "Unggul," attained by universities. The result is expected to contribute significantly to IDAFA and other similar higher education.

Keywords: Indonesian Air Force Academy, Education, *Policy capacity, Organizational*

1 Introduction

The government under President Jokowi has set a bold vision for Indonesia in 2045 - to build a sovereign, advanced, just, and prosperous nation.The foundation for achieving this vision begins with Human Development andMastery of Science and Technology [1]. In pursuit of this vision, the government has implemented various public policies in the education sector, particularly in higher education. This aligns with Nugroho's assertion that public policy is a strategic decision by the state, especially the government, to realize the goals of the nation and propel society towards its aspirations. As a result, policies in higher education have been introduced to elevate the quality of education, including military higher education [2]. The strength of Indonesia's human resources can be unlocked through high-quality higher education. Moreover, higher education can expedite the enhancement of Indonesia's human capital. Recognizing this, the government has implemented a range of educationpolicies at the higher education level. From the Higher Education Law No. 12 of 2012 to the implementing Government Regulation No. 57 of 2022, which concerns the Organization of Higher Education by Other Ministries and Non- Ministerial Government Institutions. Compliance with these provisions is mandated within two years of enforcement, indicating that by December 2024,all Vocational Higher Education under ministry and institution must meet the National Standards for Higher Education. Additionally, the Ministry of Education, Culture, Research, and Technology has enforced Regulation No. 53of 2023 concerning Quality Assurance of Higher Education. These policies arecontinuously formulated and revised to align with the evolving

needs of various stakeholders. The Indonesian National Armed Forces, as an essential component of the nation, recognizes the pivotal role of education in cultivating professional personnel. The Indonesian Air Force, a vital part of the Armed Forces responsible for operating high-technology weapon systems, requires AMPUH (Adaptive, Modern, Professional, Superior, and Humanist) personnel. One strategic policy initiated by the Indonesian Air Force in 1965 was the establishment of the Indonesian Air Force Academy (AAU) as a higher-level education institution. The AAU has successfully produced competent and capable Air Force leaders.

Since its establishment, the Indonesian Air Force Academy (AAU) has continuously strived to refine its educational system in line with the latest developments. The educational framework at AAU, based on the Semester Credit Unit system, has undergone several policy revisions over the years. From its initial 8 semesters, it was reduced to 7 semesters in 1987, further down to 6 semesters in 2002, and eventually to a 4-year program in 2011. Following coordination with the Ministry of Research, Technology and Higher Education in 2012, the study programs at AAU were reinstated, and the graduates were conferred with the degree of Bachelor of Defense Studies (S.Tr.Han). The implementation of policies based on capacity, incorporating the rules of the national education system, has been a priority at AAU, resulting in a "B" accreditation in 2013, which was later elevated to an "A" in 2018, and ultimately achieving an "Unggul" status in 2020. From a military standpoint, the need for an academy or undergraduate education is paramount for several compelling reasons. It directly impacts the effectiveness, professionalism, and ability to confront multifaceted challenges within the Air Force. Moreover, it ensures parity with equivalent education internationally, facilitating military diplomacy through the educational pathway. The pivotal reasons necessitating academy or undergraduate education for the military include: first and foremost, the cultivation of effective leadership. Education at the academy level significantly influences the development of effective leadership traits, fostering analytical thinking, a profound understanding of proportions, enhanced decision-making, integrity, and an acute comprehension of the dynamics of political and social strategies. Additionally, the academy environment serves as a leadership crucible, providing extensive opportunities for cadets to hone their leadership prowess. Secondly, the development of strategic and tactical acumen is vital. Military education within an academic setting shapes cadets to think strategically and comprehend the tactics of modern warfare. This encompasses intelligence data research, mission planning, and proficiency in modern technological capabilities essential for military operations. Thirdly, adaptation to cutting-edge technology is imperative. Modern warfare heavily relies on high-level technology, necessitating applied bachelor's education to equip cadets with the mastery and effective utilization of technological advancements. Fourth, the cultivation of professionalism is paramount. Formal education inculcates professional ethics, discipline, and values critical to the military, ensuring that officers possess not only combat skills but also integrity, responsibility, and unwavering commitment to their duties. Furthermore, the emphasis on critical thinking and problem-solving skills at the academy level is pivotal, particularly in high-pressure military scenarios where rapid and accurate decision-making is imperative. Lastly, the military's role in diplomacy and international relations cannot be understated. A robust education equips personnel to comprehend and engage in international diplomacy, peacekeeping operations, and international collaborations, fostering a global perspective. Academy or undergraduate education also prepares military personnel for post-military careers, allowing for the seamless transition of skills and knowledge into civilian roles. In the initial stages, AAU underwent organizational validation and introduced positions such as the Head of Quality Assurance and the Head of Research and Community Service, each with the rank of Colonel, following an academic study. This validation was crucial for AAU, as it ultimately led to the institution achieving an "Unggul"

accreditation in 2019. Furthermore, the study programs, including Defense Aeronautics Engineering, Defense Electronics Engineering, and Defense Industrial Management Engineering, had received an "A" accreditation a year earlier. AAU continues to prepare for the accreditation of its upcoming programs, ensuring a commitment to excellence and continuous improvement.

This research is beneficial for the academic and practitioner communities in adding knowledge in the field of public policy theory, policy capacity, policy capacity implementation at the Indonesian Air Force Academy to improve and maintain the quality of education that has been achieved. This research serves as input and suggestions for relevant institutions and leaders to determine the next policy in organizing educational policies at the Indonesian Air Force Academy.

2 Literature Review

A Public Policy Theory

The landscape of public administration is undergoing a significant shift towards the realm of New Public Management, marking a pivotal development in the realm of public sector transformation. The New Public Management adopts a business-centric approach to comprehend the intricacies of the public sector. Policy experts and evaluators are well-versed in the principles of market economics, cost-benefit analysis, and the selection of rational models [3]. Public policy is a complex, interdependent web of collective decision-making by the government, aimed at delivering benefits to the entire society. This understanding underscores the necessity for actions to be guided by goals and mutual benefits, rather than purely governmental interventions [4]. The public policy process comprises five interrelated stages that form a complex, sequential cycle present in every political process. Public policy analysis is an intellectual and practical endeavor aimed at creating, evaluating, and communicating knowledge about the policy process [4]. The urgency of the New Public Management paradigm is evident in its role in diminishing government dominance and creating space for the private sector in public service delivery. Novel forms of public policy are essential to cultivate capabilities focused on public service and to navigate the dynamics of existing competition, emphasizing creativity in service provision and the restructuring of established rules [5]. The New Public Management model places emphasis on humanitarianism, social justice, decentralized organizational design, democracy, responsiveness, participation, and the delivery of services required by the community. In contrast, classical bureaucracy centers on government- driven organizations seeking profit [6].

B Policy Capacity Theory

Policy capacity is the bedrock of understanding public policy. At its highest level, policy capacity is the linchpin for delivering superior policy results, while inadequacies in capacity are viewed as the primary cause of policy failures [7,8,9]. The global financial crisis of 2008 serves as a stark example of underestimating the inability of industrialized nations to govern the financial sector, contrasting with the readiness of developing countries due to their serious and proactive approach. As governance grapples with increasingly complex challenges, policy capacity has emerged as a pivotal solution. Despite differing conceptual definitions of policy capacity [10,11]. Policy capacity, as defined by Gleeson et al. [12,13], encompasses the essential abilities, resources, competencies, and skills required to execute policy functions. These competencies are categorized into three types: analytical, operational, and political, each existing at individual, organizational, and systemic levels. This comprehensive definition consolidates

the necessary skills, resources, and capabilities within a robust framework, as depicted in Table 1.

Table 1. Policy capacity Matrix

Levels of Resources and Capabilities	Skills and Competences		
	Analytical	*Operational*	*Political*
Individual	Individual Analytical Capacity	Individual Operational Capacity	Individual Political Capacity
Organizational	Organizational Analytical Capacity	Organizational Operational Capacity	Organizational Political Capacity
Systemic	Systemic Analytical Capacity	Systemic Operational Capacity	Systemic Political Capacity

Source: [14]

The key advantage of a conceptual framework lies in its ability to providea practical tool for diagnosing and formulating policy capacity for governmentsand other organizations.

C Framework Use and How Policy Capacity Works at the Organizational Level

At the organizational level, analytical capacity is crucial for acquiring andprocessing the information and data necessary to carry out policy functions [15], as depicted in Figure 1. Analytical skills are essential in the context of emphasizing evidence-based policy, requiring not only individual data analysis capability, but also access to comprehensive and accurate organizational data [8]. The organizational architecture is ideally suited for gathering and sorting information from within and across various public sectors and larger communities. Effective information systems in policy development facilitate therapid collection and dissemination of information, surpassing individual capabilities. Additionally, these systems enable the reuse of existing information. This vast and rapid access to information empowers policymakers to effortlessly seek and utilize data in decision-making.

Figure 1. *Policy capacity* at the organizational level
Source: [14]

The organization's operational competence focuses on maximizing the effectiveness of the organization in fulfilling the requirements essential for policy tasks. This capacity can be initially assessed through internal and externalcoordination processes within the organizational management system. For instance, financial management is a common area of focus. By prioritizing procedures and accountability, organizations can not only create additional incentives but also foster an environment for innovation in executing policy tasks, thereby upholding quality standards. Moreover, the influence of political sources in shaping policy capacity cannot be overlooked. It is crucial for implementers to consider the following: Firstly, the political legitimacy of the organization plays a pivotal role in determining the policy capacity process. Secondly, ensuring access for policymakers and fostering positive working relationships between top leadership and lower levels are essential for deliveringeffective public services. Thirdly, effective communication with stakeholders and the public is a critical component of organizational political capacity, significantly contributing to policy and government effectiveness by expandingand endorsing government policies.

3 Methodology

This research adopts a captivating and persuasive descriptive qualitative methodology. Its qualitative essence lies in the collection of naturalistic data aimed at elucidating present phenomena through narrative descriptions, participant perspectives (grounded theory), and case studies. It is founded on the principle that the researcher plays a key role in the research process. Data is gathered through interviews, observations, purposive and snowball state-of-the- art methods, followed by triangulation and inductive/qualitative data analysis, emphasizing the generalization of qualitative results [16]. This thesis focuses on the compelling topic of "implementing policy capacity at AAU".

The research in this thesis utilizes a comprehensive approach, incorporating observation, interviews, documentation, and document analysis to enrich and serve as the fundamental reference for the implementation of public capacity, which is then triangulated in a structured manner. In-depth interviews are meticulously conducted at specific times provided by the informants, as well as spontaneously at agreed-upon locations. These interviews represent purposeful conversations between the researcher and the informants. Conducted with interview guidelines, rather than closed and structured questionnaires, the open-ended questions posed are thoughtfully crafted translations and elaborations of the research problem formulation, tailored to the situational context. Observation is a captivating and revealing technique, offering insight into the meaning of the studied phenomena and shedding light on aspects that may remain unspoken from the informants' perspectives. This activity greatly aids the researcher in gaining profound understanding of how the informants think and act in their own unique ways. Document analysis involves a meticulous examination of the provided or permitted documents at the research location, aiming to complement the data and cross-check the resultsof observations and interviews through detailed note-taking. The Purposive Sampling technique is strategically applied to select informants based on their direct relevance to the field's challenges, ensuring that they are capable of providing pertinent information tailored to the research needs.

4 Result

The Policy Capacity Framework is embraced by AAU as an adaptive policy with unique and distinctive characteristics, particularly in the realms of military and higher education, setting

it apart from other institutions of higher learning as depicted in figure 2. At AAU, the implementation of the Policy Capacity Framework encompasses competence components such as analytical, operational, and political aspects, along with organizational capabilities. This policy implementation yields a model that not only elevates and sustainsattained quality, but also enables the analysis of adjustments to maintain organizational accreditation, thus serving as a model for other higher educationinstitutions and ministries.

Figure 2. AAU standard comparison as a military educational institution
with other higher education of ministry and institution
Source: The Researchers

5 Discussion

In this study, the researcher has delved into the theory of public policy implementation as proposed by Xun Wu et al. [14] to measure policy capacity (Measuring Policy Capacity). The conceptual framework presented by Xun Wu et al. is a powerful tool for diagnosing and addressing government and institutional policy capacity. The analysis of policy capacity using this organizational level framework encompasses three critical capacities: (1) Organizational Analytical Capacity, (2) Organizational Operational Capacity, and (3) Organizational Political Capacity. This allows for a more comprehensive assessment of government capacity in addressing public issues and facilitates more effective decision-making in policy formulation and implementation. The focus of this study is on the organizational level, specifically in understanding the implementation of defense and education policies at the Indonesian Air Force Academy. The goal is to produce exemplaryIndonesian Air Force officers aligned with policy directives and educational objectives at the Academy. The integration of defense and education policies atthe Indonesian Air Force Academy is paramount for fostering a cohesive

and synergistic approach. The integration of military higher education into the national higher education framework is essential for enhancing quality and competitiveness. While this integration presents challenges, the Indonesian AirForce Academy has demonstrated its ability by achieving outstanding accreditation from the accreditation process conducted by BAN PT. However, the practical implementation of higher education policy at the Indonesian Air Force Academy faces various organizational constraints. According to Xun Wuet al. [14], the success of policy capacity can be gauged at the individual, organizational, and systemic levels, providing a deeper understanding of analytical, operational, and political capacities. The policies evaluated based onthis policy capacity framework are expected to yield positive outputs and outcomes aligned with the educational objectives of the Indonesian Air Force Academy in Yogyakarta. The implementation of policy capacity at the organizational level in higher education at the Indonesian Air Force Academy, Yogyakarta, is crucial for fostering a dynamic and progressive environment. It is imperative to continually enhance policy capacity to ensure sustainable and impactful outcomes.

Figure 3. Policy capacity Framework Implementationat the Organizational Level in AAU

Source: The Researchers

As per the illustration above, according to Wu's theory on public capacity, not all competencies are utilized within the Academic Quality Unit (AAU). The competencies applied pertain to the organizational level and do not encompass individual and systemic competencies, resulting in a distinct policy capacity matrix (refer to Table 2). The selection of these competencies is driven by the AAU's specific needs, aiming to establish policies for enhancement and improvement within the internal scope of the AAU. Consequently, systemic competencies, which encompass external realms of command, are not put into practice. The condition of the AAU, having attainedUnggul accreditation, presents both facilitating factors and impediments that necessitate the measurement of policy capacity. The resulting metrics will be instrumental in formulating policies to ensure the preservation and optimization of the AAU accreditation process.

<div align="center">Table 2. AAU Policy Capacity Matrix</div>

Resources & Capabilities	Skill & Competencies		
	Analytical	Operational	Political
Organizational	Organizational Analytical Capacity	Organizational Operational Capacity	Organizational Political Capacity

<div align="center">Source: The Researchers</div>

Based on Table 2, the parameters that are suitable for determining and measuring the policy capacity in AAU can be broken down and formulatedin Figure 4, as follows:

1. Organizational analytical capacity:
   a. Knowledgeable Individual member
   b. Regulation
   c. Evaluation Software
2. Organizational operational capacity:
   a. Goals
   b. Human Resources
   c. Financial Capability
   d. Administration
   e. Management Quality
3. Organizational political capacity:
   a. Legitimacy
   b. Stake Holder and Policy Maker

Operational Capacity
• Goals
• Human Resources
• Financial Capability
• Administration
• Management Quality

Analytical Capacity
• Knowledgeable Individual Member
• Regulation
• Evaluation Software

Political Capacity
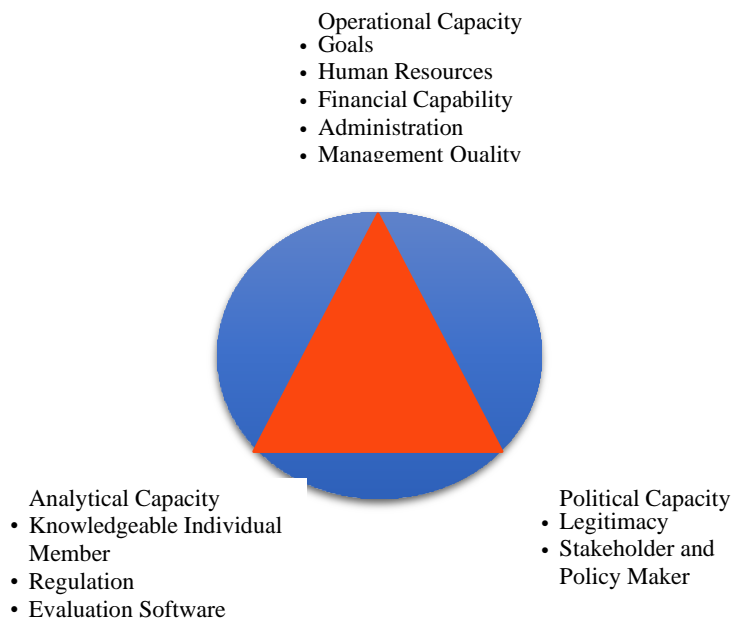• Legitimacy
• Stakeholder and Policy Maker

Figure 4. AAU Policy Capacity at the Organizational level
Source: The Researchers

Figure 4 shows the policy capacity implemented at AAU at the organizational level in accordance with the existing parameters. Firstly, theanalytical capacity parameter emphasizes the significance of knowledgeable individuals within the organization. Individuals enriched with knowledge play a pivotal role in supporting the organization in its endeavors and comprehendingthe diverse spectrum of organizational policies. Furthermore, individuals well-versed in policies can align their tasks and provide valuable insights in evaluating policies. Moving on to operational capacity at the organizational level, setting clear goals takes precedence. An organization devoid of well- defined objectives will struggle to execute its activities effectively and determine the direction of organizational policies. Human resources are equallycrucial, as recruiting quality personnel is essential for shaping policies and theirseamless execution in the field. Financial capability also holds immense importance, as an organization lacking in budgetary prowess hinders its abilityto achieve optimal outcomes. Administration, as the core of any organization, is indispensable. A well-organized administration forms the bedrock, providing evidence and structure for the implementation of policies in accordance with established rules. Management quality is another crucial factor, serving as the linchpin that ties everything together. Without effective management, there is arisk of overlapping and missed policy implementations. At the political capacitylevel within the organization, factors such as legitimacy and stakeholders, including policymakers, play a pivotal role. Legitimacy is paramount, as the trust of external parties in the organization hinges on it. To achieve robust legitimacy, the organization and its leadership must exude credibility and quality. Stakeholders, particularly policymakers, are instrumental in shaping and determining policies. Their expertise and abilities significantly enhance thepolicy's legitimacy and acceptance. In light of the discussion on the implementation of the policy capacity framework at AAU, it's noteworthy that AAU has achieved the "Unggul" accreditation status, marking a significant milestone. This accomplishment has been underpinned by several impactful changes that have been put into effect.

Table 3. Comparison After Applying National Education System and Policy Capacity Implementation

AAU	At The Begining	Today
Initiation Year	1965	-
Honored Tittle	-	S.Tr. Han
Component	- Military Academy	- Military Academy - Higher Education
AAU Academy Program	Department of: - Electrical Engineering - AeronauticalEngineering - Industrial Engineering	Department of: - Electric Engineering inDefense - Aeronautical Engineering inDefense - Industrial Engineering and Management in Defense

Lecturer Education	-	At least a Master Degree
Accreditation	-	By Quality and CommunityService Division

Source: The Researchers

The implementation of the policy capacity framework at AAU is performing admirably, as evidenced by the attainment of an "Outstanding" accreditation. However, there are still areas that require enhancement to uphold the achieved quality. This is imperative as certain policies are not yet incorporated into AAU. For instance, the accreditation process is overseen by the quality assurance department and substantiated by community service initiatives. At present, there are no standardized requirements governing the qualifications for the head of quality assurance and the head of community service initiatives. For example, the head of quality assurance should possess acomprehensive understanding of all education regulations and their related provisions concerning accreditation. The current "Outstanding" accreditation status has been achieved due to the presence of individuals or stakeholders within the organization who possess the knowledge and expertise related to quality assurance and educational regulations. This, coupled with their proactiveand critical thinking, has led to the attainment of the current status. If individualslacking in competence are appointed, there is a risk that the accreditation may decline or fail to uphold the achieved status. Therefore, it is essential to screen personnel by establishing specific criteria tailored to their roles within the organization. From the perspective of the policy capacity framework's implementation for the current accreditation achievement, it aligns with individual capacity policies, albeit coincidentally, as the current personnel meetall the criteria of policy capacity. However, considering that military personnel are rotated every 2-3 years, there is no guarantee that the conditions will remainthe same. Hence, policy refinements are essential to ensure the maintenance ofthe current status, with adjusted criteria aligned with the organization and policy capacity parameters. Overall, the implementation of the policy capacity framework at AAU is proving to be highly successful, as evidenced by AAU's "Outstanding" accreditation, as depicted in figure 5. Therefore, this implementation has the potential to serve as a "MODEL" for other higher education institutions, ministries, and agencies, with the aspiration of achievinga similar status as AAU through the application of the policy capacity framework.

Figure 5. Accreditation "UNGGUL" AAU
Source: By Researchers

6 Conclusion

Based on the findings, discussions, and analysis of the research, it is evident that the implementation of the policy capacity framework is crucial as an adaptive strategy to achieve effective Accreditation of Academic Units (AAU). This is exemplified by the highest accreditation status, "Unggul," attained by universities. Such accomplishments will significantly enhance the quality of AAU students and units, not only in military capabilities but also in academic prowess. This will enable them to tackle present and future challenges within the military and technological advancements. Further improvements are necessary to ensure more optimal and adaptive implementation to address existing challenges. The results of this implementation can serve as a benchmark for higher education institutions under the ministry and other agencies to strive for maximum accreditation outcomes.

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