POLICY IMPLEMENTATION OF TEACHER WORK CULTURE DEVELOPMENT IN SECONDARY EDUCATION IN BANTEN PROVINCE

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ABSTRACT
The main problem in this research is motivated by the existence of teacher development policies that tend to not run effectively. Although the Banten Provincial Government has issued Banten Governor Regulation Number 8 of 2014 concerning the Implementation of the Teacher Work Culture Development Center (P2BKG). P2BKG tends not to be used effectively. The method used in this research is a qualitative research method with a descriptive approach. The results of the study show that the implementation of the policy the implementation of the teacher work culture development center (P2BKG) has not been running effectively. The contributing factors are: (1) policy content (content of policy) which consists of: (a) interests that affect (interest affected) the implementation of policies for the implementation of teacher work culture development centers; (b) the type of benefits in the implementation of policies for the implementation of the center for the development of teacher work culture; (c) the degree of change to be achieved (extent of change envision); (d) the location of the decision making (site of decision making) of the leadership in the implementation of policies for the implementation of the center for the development of teacher work culture; (e) implementing the program (program implementer) organizing the center for the development of teacher work culture; (f) the resources involved (resources committed) in the organization of the work culture development center. (2) the implementation environment (Context of Implementation) consists of: (a) the power, interests, and strategies of the actors involved; (b) institutional and regime characteristics; and (c) the level of compliance and responsiveness of employees (compliance and responsiveness) in the organization of the center for the development of teacher work culture. The implementation of policies for the implementation of a teacher work culture development center (P2BKG) in improving the quality of teachers and education personnel, namely: (a) increasing professional resources by optimizing the availability of buildings and facilities to facilitate teachers in implementing programs to improve the quality of teachers and education personnel held at the development center teacher work culture; (b) optimizing professional resources by building a strong organizational structure supported by a shared commitment to implementing teacher quality improvement programs held at the center for teacher work culture development. The two alternative strategies can be implemented in government policies based on two dimensions of Grindle's theory, namely policy content (content of policy) and context of implementation (context of implementation).

Keywords: Policy Implementation of Teacher Work Culture Development

I. INTRODUCTION
One of the indicators of the human development index is the education factor, with the indicator of long school expectations (HLS). The HLS of Banten Province in 2019 was 12.88 while the achievement of the average length of schooling had only reached 8.74 years (Banten Province in Figures, 2019). This condition indicates that the education factor makes a major contribution to the progress of human development. This is because education is one of the most important assets for improving human quality and developing development in an area.

The increasing human quality is indicated by the wider access to secondary education with the availability of more equitable schools with better facilities and infrastructure in every Regency/City in Banten Province. The number of SMA/SMK and SKh in Banten Province in 2019, is as follows

www.turkjphysiotherrehabil.org
Table 1. Number of SMA, SMK and Special Schools in Banten Province in 2019

<table>
<thead>
<tr>
<th>No.</th>
<th>County/City</th>
<th>senior High School</th>
<th>SMK</th>
<th>SKh</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Serang City</td>
<td>8</td>
<td>23</td>
<td>8</td>
<td>38</td>
</tr>
<tr>
<td>2.</td>
<td>Cilegon City</td>
<td>5</td>
<td>18</td>
<td>4</td>
<td>21</td>
</tr>
<tr>
<td>3.</td>
<td>Tangerang City</td>
<td>15</td>
<td>68</td>
<td>9</td>
<td>124</td>
</tr>
<tr>
<td>4.</td>
<td>South Tangerang City</td>
<td>12</td>
<td>73</td>
<td>7</td>
<td>74</td>
</tr>
<tr>
<td>5.</td>
<td>Serang District</td>
<td>27</td>
<td>52</td>
<td>11</td>
<td>85</td>
</tr>
<tr>
<td>6.</td>
<td>Lebak Regency</td>
<td>36</td>
<td>19</td>
<td>15</td>
<td>40</td>
</tr>
<tr>
<td>7.</td>
<td>Pandeglang Regency</td>
<td>19</td>
<td>20</td>
<td>14</td>
<td>82</td>
</tr>
<tr>
<td>8.</td>
<td>Tangerang Regency</td>
<td>29</td>
<td>133</td>
<td>12</td>
<td>183</td>
</tr>
<tr>
<td></td>
<td>Amount</td>
<td>152</td>
<td>406</td>
<td>80</td>
<td>647</td>
</tr>
<tr>
<td></td>
<td>Total number</td>
<td>558</td>
<td>727</td>
<td>90</td>
<td>1,382</td>
</tr>
</tbody>
</table>

(Banten Education and Culture Office, 2019)

The table above illustrates that access to schools in each City/Regency is quite good. Although access is good enough, when viewed from the ratio of the number of schools to the population of school age, it is still not ideal, that is, if you look at the ratio of schools to teachers and students, it can be seen as follows.

Table 2. Ratio of Schools, Students and Teachers of SMA/SMK and SKH in Banten Province in 2018

<table>
<thead>
<tr>
<th>No.</th>
<th>tier</th>
<th>School</th>
<th>Student</th>
<th>Teacher</th>
<th>Student-Teacher Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>senior High School</td>
<td>558</td>
<td>184,501</td>
<td>12,883</td>
<td>1:32</td>
</tr>
<tr>
<td>2.</td>
<td>SMK</td>
<td>727</td>
<td>250,361</td>
<td>10,860</td>
<td>1:22</td>
</tr>
<tr>
<td>3.</td>
<td>SKh</td>
<td>90</td>
<td>8,305</td>
<td>894</td>
<td>1:7</td>
</tr>
</tbody>
</table>

From the table above, it is indicated that the availability of teachers in SMA/SMK and SKh is still lacking when compared to the ideal ratio standard, namely for SMA = 1: 20, for SMK = 1: 15 (PP No. 74/2008 on Teachers). This has an impact on the workload of teachers in teaching, which is too dense with the average number of teaching hours above 36 hours/week, while the standard is 24 hours/week (Permendikbud, Number 15 of 2018). Conditions like this have an influence on the low performance of teachers.

The problem of improving the quality of teachers is a joint problem with the Ministry of Education and the Regional Education Office, including the Banten Province Education and Culture Office. Therefore, in improving competence and quality of teachers is a big task for the government. Because, teacher-teacher in the regions there are still many that have not been touched by activities that can improve the ability of teachers such as education and training on a regular basis.

The embodiment of program implementation at the Education and Culture Office is outlined in the formulation of policy directions which are translated into the OPD Strategic Plan of the Banten Province Education and Culture Office 2017–2022, and poured into the 2019 budget work plan, which has problems including in the program to improve the quality of educators and education personnel, namely as follows:

a) The low rate of achievement of the quality of education at the national and international levels so that it has not been able to compete in the global area,

b) There are still weak human resources in the implementation of educational development that is focused on developing existing superior professions and urgent needs, and

The above conditions demand greater accountability from policy makers to earnestly strive so that these problems can be overcome. Therefore, the Education Office must have a clear and concrete commitment to resolve these problems through appropriate and effective policies. Concrete policies are implemented into work plans that are outlined in accordance with the affairs and authorities of the Education and Culture Office.

The work culture referred to refers to the Ministry of Education, namely: (1) teachers can instill a work culture based on the vision, mission and values of the institution, (2) improve the value perspective, basic assumptions, norms, mindset and behavior of each teacher so as to maintain the trustworthiness of each teacher. in serving the educational needs of all citizens, (3) fostering the level of social sensitivity, creativity and productivity of each teacher in improving performance on an ongoing basis and being able to set an example for other teachers, (4) building a better teacher image and being trusted by the community (Ministry of National Education, 2010).

The development of teacher work culture in Banten Province has been facilitated by the establishment of a teacher work culture development center as stipulated in the Banten Governor Regulation Number 8 of 2014. The Teacher Work Culture Development Center, hereinafter abbreviated as P2BKG, is a center for teacher activities as a forum to improve the professional abilities of teachers, exchange and dissemination of new ideas and discoveries in learning and a place to experiment and develop learning models and learning methods. The implementation of a teacher work culture development center in Banten Province is concretely demonstrated by the construction of 16 (sixteen) locations of teacher work culture development centers throughout Banten Province which are operationally carried out by the Banten Province Education and Culture Office.

II. LITERATURE REVIEW.

Policy in general is a guide to directed goals, while according to Carl Friedrich in Hasbullah (2015: 39) quoted by Madjid, (2018: 12) that policy is a form of direction in order to achieve the goals of the results proposed by a person, group or government. Dye (1987: 1) suggests that "policy is whatever governments choose to do or no to do." William N. Dunn (2003: 132) states Public Policy (Public Policy) as a complex pattern of interdependence of interdependent collective choices, including decisions not to act, made by government agencies or offices. This means that there are elements involved in the formulation of a policy. Riant Nugroho (2014) cites the systems theory proposed by Dunn (2003) that in making public policy involves three elements, namely policy actors, public policy and the policy environment, all of which are interconnected and interrelated. The three elements are policy actors, the environment and the policy itself. Described as follows:

![Image of policy system diagram](image)

Figure 1. The Relationship of the Three Elements of a Policy System (Dunn)

The policy actors in the Policy Implementation of Banten Governor Regulation Number 8 of 2014 concerning the Center for Teacher Work Culture Development here are the Banten Provinical Government and elements of teachers and education staff at the secondary education level in Banten Province. The environment is in the form of the internal environment of the Banten Province Education and Culture Office, while the external environment is the teachers as educational staff in schools and school stakeholders. Education policy is directed at achieving the three pillars of education, namely increasing access, improving quality and governance. This research focuses on the pillars of improving the quality of education. In improving the quality of education,
The implementation of a policy is a dynamic process and includes various interactions of various variables. This is considered important to be analyzed and researched in order to find out the conditions and preconditions needed for successful implementation of the policy. In line with the above expression, Grindle in Abdul Wahab (Alamsyah, 2016: 62) states that:

“Real policy implementation is not only concerned with the mechanism of elaborating political decisions into routine procedures through bureaucratic channels, but more than that, it involves issues of conflict, decisions and who gets what from a policy. It is not wrong if policy implementation is an important aspect of the entire policy process.

If it is applied to the program for organizing a teacher work culture development center (P2BKG), it can be said that the implementation of the P2BKG policy or program includes policy factors issued by the government and policy implementation factors issued by the government. To ensure that the P2BKG program runs optimally, it is marked by the policy directions issued by the Department of Education and Culture as the implementer of local government programs. One of the policy directions in question relates to improving the quality of educators and education personnel. One of the policies to improve the quality of educators and education personnel is implemented in the implementation of a teacher work culture development center. (P2BKG) in accordance with Banten Governor Regulation Number 8 of 2014. P2BKG has functions, as in Chapter II articles 3 and 4, namely:

a. Article 3 paragraph (2) that P2BKG has the following functions: (1) to increase the competence of PAUD, SD/MI, SMP/MTs, SMA/MA/SMK teachers; (2) exchange and dissemination of new ideas and discoveries; (3) a place to conduct experiments and develop learning models and learning methods.

b. Article 4, namely: (1) In carrying out the functions as referred to in Article 3 paragraph (2), P2BKG carries out routine program functions and development programs. (2) The routine program as referred to in paragraph (1) includes the following activities: (a) discussion of learning problems; (b) preparation of syllabus, semester programs, and learning program plans; (c) curriculum analysis; (d) preparation of learning evaluation instruments; (e) material discussion and stabilization to face the national exam. (3) The development program as referred to in paragraph (1) includes the following activities: (a) research; (b) writing scientific papers; (c) seminars, workshops, colloquiaums (exposure to research results), and panel discussions; (d) tiered education and training (tiered education and training); (e) journal publication; (f) website preparation; (g) provincial PKG forums; (h) teacher performance competition; (i) training of fellow teachers using ICT media; (j) cooperation between teachers to solve learning problems; (k) professional learning-community; (l) International PKG/MGMP cooperation through Teachers International Professional Development; and (m) cross-border partnerships.

The development of teacher work culture as stated in the Banten Governor Regulation Number 8 of 2014 is in line with what was expressed by Mondy and Noe (Alamsyah, 2014: 26-27), namely:

There are seven factors that influence the development of human resources, namely (1) top management support, (2) the commitment of specialists and generalists in human resource management, (3) technological developments, (4) organizational complexity, (5) knowledge of human resources. behavioral sciences, (6) learning principles, and (7) the performance of other human resource management functions.

The description above provides an understanding that the implementation of the above provisions is based on the following principles: (a) sustainability; (b) planned and systematic, with a clear and measurable time frame and quality achievement targets in the performance of teachers in educational program units; (c) facilitating innovations made by teachers in education; (d) P2BKG is an open system that is continuously improved (Pergub. Banten Number 8 of 2014 article 9 paragraph 2).

The policy taken in the implementation of the teacher work culture development center as stated in the Governor's Regulation is in line with Grindle's (1980) opinion, that: “policy implementation is determined by the content of policy and context of implementation. Where the content of policy refers to the contents contained in the resulting policy, while the context of implementation is the environmental conditions that characterize the implementation of the policy”. Grindle further in Alamsyah (2016: 86-87) said that the success of the policy implementation process to the achievement of results depends on the program activities that have been designed and sufficient funding, in
addition to being influenced by the content of policy (the content of the policy) and the context of implementation (context of implementation).

Next, Grindle in Sadhana (2011: 180) explain that the program content must describe; Interests affected, types of benefits, degree of desired change (extent of change envisioned), status of decision makers (site of decision making), program implementers and available resources (resources). committed)."

These aspects become very influential in determining the success of the implementation of policies held at the Center for Teacher Work Culture Development (P2BKG). From the theories and concepts developed in relation to this research, the researcher chose the theory of Grindle (1980) in analyzing the policy implementation of the Teacher Work Culture Development Center (P2BKG) in Secondary Education in Banten Province. An overview of the flow of thought in this research can be seen in Figure 2 below.

![Figure 2. Flowchart of Research Thinking Framework](image)

**III. RESEARCH METHODS**

The method used in this research is a qualitative research method with a descriptive approach. The use of a qualitative approach is carried out with the hope of bringing the best results. This is because with qualitative research, researchers want to understand the phenomenon of what is experienced by research subjects holistically. Meanwhile, with the description because with the use of this method, the researcher tries to describe a symptom, event, event that is happening now.

Qualitative research refers to research procedures that produce qualitative data in the form of expressions, views, thoughts and actions of individuals and circumstances holistically. Qualitative research places the subject of study in an organization or individual as a whole, and is not reduced to a variable that has been arranged or a hypothesis that has been planned in advance (Bogdan & Taylor, 1993). The choice of this approach is in line with the opinion...
of Bogdan & Biklen (Suyitno, 2006) which states that the qualitative approach has the characteristics of a natural setting, the researcher is the key instrument, emphasizes the process, inductive data analysis, and emphasizes the essence of the meaning of each event that occurs in the research setting.

Considerations using this method, which will provide a holistic meaning. This is done because there is a direct relationship between the researcher and the subject and the importance of natural research. This holistic form is based on the view that experience and action are a whole consisting of inseparable parts (Bogdan & Biklen, 1998).

The steps taken in the analysis above are for drawing conclusions and verification. The conclusion obtained from the qualitative analysis using the steps above is to obtain new findings that have never existed before. Thus the conclusions in qualitative research may be able to answer the formulation of the problem that was formulated from the beginning, but may also not because the problem and problem formulation in qualitative research are still temporary and will develop after the research is in the field. The steps for data analysis according to Miles & Huberman (1992), are described as follows:

IV. DISCUSSION OF RESEARCH RESULTS

Factors Influencing the Implementation of Policy Implementation of Teacher Work Culture Development Center (P2BKG) in Secondary Education in Banten Province based on Grindle's theory in Sadhana (2011: 180) is as follows:

1. Content of Policy
   a. Interest Affected

One of the policy directions as stated in the Strategic Plan document of the Department of Education and Culture, one of which relates to programs to improve the quality of secondary and special education. From the policy directions contained in the program, it is then poured into the work plan of the Education and Culture Office for the 2019 fiscal year. The program of activities carried out consists of 6 programs, namely:

1. Governance Program
2. Secondary and Special Education Programs
3. Special Education Program
4. Quality Improvement Program for Educators and Education Personnel
5. Learning Quality Improvement Program
6. Cultural Preservation Program

The six programs of the Department of Education and Culture, with regard to this research, are focused on the Program for Improving the Quality of Educators and Education Personnel. The purpose of the program is to improve the competence, quality and professionalism of educators and education personnel. In its implementation, the program is supported by sub-activities including increasing the competence of teachers and special education, increasing the competence of education staff, increasing the qualifications of teachers and education personnel for SMA, SMK and PKLK, Development of Educational Standards, Tiered Competition Facilities for Elementary, Junior High School and GTK PAUD Selection.

Programs and activities that support the achievement of these policy directions are as follows:

1. Activities for Increasing High School and Special Education Educators and Education Personnel;

2. Activities to Improve the Quality of Vocational Educators and Education Personnel;

3. Educational Human Resource Development Activities
   (LAKIP Dindikbud, 2019: 90).

The achievement of the activity program indicators is influenced by the policies issued by the government. Therefore, in making policy, one must first look at the targets and directions for achieving the program implementation that has been set.

In making policy, according to respondents, both the Deputy Chairperson of the Banten Provincial DPRD, the Principal and the teacher should accommodate the needs of teachers in developing their abilities, such as developing a teacher work culture that can be incorporated into daily activities. Although in its implementation it has not taken full advantage of the central building for the development of teacher work culture. The activities held have provided benefits for the development of a teacher's work culture. So that the policies issued have accommodated the interests of teachers and can provide benefits for teachers in developing a work culture in schools.

Of course in policy making, the interests of users or target groups really need to be considered. The policies adopted by the leadership in their implementation are not linear in nature, but how the policy can be accepted by various parties who have interests, among the community and the officials themselves. This is where the importance of government wisdom in policy making, so that the policy can be accepted massively by each target group. Likewise, the policies taken in the organization of the center for the development of teacher work culture should in policy making take into account the interests of the teachers as the target group who will become the object of the policy issued.

b. Type of Benefits

One of the policies in the field of education issued by the Banten Provincial government is the Banten Governor Regulation Number 8 of 2014 concerning the implementation of the teacher work culture development center (P2BKG). This policy has conceptually provided benefits in the field of education, including schools containing principals, teachers and education staff and students.

The Education Office programs activities that are carried out in stages and stages, for example from the beginner stage, to advanced to advanced stages. So that later teachers who have been trained to an advanced level can give an impact to other teachers to carry out training in their respective schools. So that the benefits of implementing activities in P2BKG can be felt by all teachers. The establishment of the P2BKG when examined from the Banten Governor Regulation No. 8 of 2014 can be seen in Article 1 paragraph (11), namely as a forum for improving the professional abilities of teachers, exchanging and disseminating new ideas and discoveries in learning as well as a place for learning, conducting experiments and developing learning models and learning methods.

Principals know what materials are needed by teachers in developing their abilities. This is because the principal at all times becomes an evaluator for teachers in carrying out their duties. The principal as a policy maker in the school environment can provide input for policies at the Education and Culture Office, especially in determining the material to be delivered in activities at P2BKG. Through input from the principal, the policy of the Department of Education and Culture will positively benefit teachers. The description of the results of the research above
implies that the policy content of the Banten Governor's Regulation Number 8 of 2014 has provided benefits for the development of the quality of educators and education at the secondary education level.

c. Degree of Change to be Achieved (Extent of Change Envisaged)

The degree of change to be achieved is as stated in the performance targets set by the local government. With regard to this research, the objectives to be achieved as stated in article 2 paragraph (2), namely to improve and develop teacher competence in the provision of education in Banten Province. stated in the program performance targets

This program hopes for a change, namely for the development of the work culture of teachers in schools. According to the Head of High School Manpower and Special Education as the official representing the Education Office, these are: “teachers can better implement the results of training, workshops, technical guidance and other activities in P2BKG. Able to apply in learning activities in the classroom and transmit to colleagues who have not received training so that the teacher can be used as a mentor for other teachers.

The research findings above provide an understanding that through the implementation of the policy of organizing a teacher work culture development center (P2BKG) as stated in Governor Regulation Number 8 of 2014 which is held continuously, teachers will experience a knowledge revolution wrapped in technological developments, so that it will bring changes in the creativity, taste and initiative of teachers in implementing their knowledge and skills in the learning process they carry out. Through training, teachers will experience awakening and awareness in transforming knowledge to their students.

d. Location of Decision Making (Site of Decision Making)

The implementation of the policy for the implementation of the teacher work culture development center (P2BKG) according to the respondents of the Head of Staff for Senior High School and Special Education, namely: "based on Law Number 2 of 2003 concerning the National Education System and Law Number 75 of 2008 regarding teachers and lecturers, and Government Regulation Number 17 of 2010 concerning Management and Implementation of Education and Regulation of the Minister of National Education Number 19 of 2005 concerning National Education Standards and Regulation of the Minister of National Education Number 16 of 2007 on Academic Qualifications and Teacher Competencies.

The responsiveness of the Banten Provincial Government to the above regulations, namely the issuance of Regional Regulation Number 7 of 2012 concerning the Implementation of Education in Banten Province. The implementation is the issuance of Banten Governor Regulation Number 8 of 2014 concerning the Implementation of the Teacher Work Culture Development Center (P2BKG). The program launched by the Banten Province Education and Culture Office in order to implement the Governor's Regulation is the development of the Quality Improvement Program for Educators and Education Personnel. This can be seen from the location of the decisions taken by the Office of Education and Culture as stated in the Strategic Plan (Renstra) of the Office of Education and Culture for the short, medium and long term.

The implementation of the location of the policy-making, which relates to the budget plan set by the Education and Culture Office for the quality development program for educators and education personnel which is implemented in the implementation of teacher work culture development in the 2019 budget year for the development of human resources for educators and education staff, amounting to Rp. 4,400,000,000.00 of the budget of the Department of Education and Culture of 1.7 trillion. or by 0.20%.

Budgeting policies carried out by the Banten Provincial Government in implementing the quality development program for teachers and education personnel. If examined from Law Number 14 of 2015 concerning Teachers and Lecturers article 34 paragraph (3) in terms of improving the quality of teachers, namely: "The government and local governments are obliged to provide budgets to improve the professionalism and service of teachers in educational units organized by the Government, local government, and/or the community”. The implementation of Article 34 paragraph (3) of the Law is stated in the Regulation of the Minister of Education and Culture Number 3 of 2019 concerning the Technical Guidelines for Regular School Operational Assistance, for personal costs in this case for the development of teacher salaries reaching 15% for public schools and up to 30 per cent. % for private schools.
e. Program Implementer (Program Implementer)

The implementation of the program to improve the quality of educators and education at the planning level according to the Head of the Senior High School and Diksus Manpower, namely: "by programmed and budgeted programs for human resource development activities for educators and education in Middle Schools (SMA and SMK) and Special Schools. As in the 2018 budget around Rp. 20.7 billion rupiah. The 2019 budget year for the development of human resources for educators and education is 10 billion. Meanwhile, for the 2020 budget year, it is budgeted at Rp. 4,592,597,50,00. Budgeting for the program to improve the quality of educators and education personnel is in line with Law no. 14 of 2015 concerning Teachers and Lecturers Article 34 paragraph (3) in terms of improving the quality of teachers, namely:

The Banten Provincial Government pays considerable attention to the implementation of the quality assurance program for educators through the implementation of a teacher work culture development center (P2BKG). Quality assurance is carried out in various ways, namely:

1. Improved facilitation for improving the competence of educators through teacher performance development;
2. Increasing the facilitation of P2BKG facilities and infrastructure;
3. Improved financing facilitation for the implementation of P2BKG (Banten Governor Regulation No. 8 of 2014 article 8).

An overview of the program of activities carried out by the Banten Province Education and Culture Office with standard operating procedures as follows:

The first step, carry out program socialization. This activity is carried out by the Education Office Team through the field of manpower and institutions. In the implementation of socialization, it is carried out by first making a schedule for each region and coordinating with branch offices in the region. Second Step, implementing a program of activities, namely identifying the needs and problems and weaknesses that are natural and owned by teachers. Third step, carry out monitoring and evaluation of the implementation of the teacher work culture center development program.

f. Resources Involved (Resources Committed)

The most important asset in an organization or institution is its resources. Resources owned by organizations or institutions such as capital, methods and machines cannot provide optimal results if they are not supported by human resources who have good performance.

One of the resource involvements relates to experts as resource persons in the implementation of the teacher work culture development program at P@BKG. The development of human resources for educators and education at the center for developing a teacher work culture has involved various sources quite well. The resources involved include human resources, facilities and infrastructure resources as well as other resources that support the implementation of a predetermined program of activities. Resources that are visible in the implementation of this policy are facilities and infrastructure resources, namely in the form of a central building for the development of teacher work culture, the availability of furniture, and other supporting facilities.

Educational facilities are all facilities that can directly or indirectly support the education and training process in the context of developing human resources. The facilities in question can be in the form of movable or immovable facilities. With the availability of adequate facilities and infrastructure, the implementation of the process of developing a teacher work culture at P2BKG will run well and produce outputs that have been determined. In the development of better human resources (HR), in addition to providing adequate facilities, what is also important is the available budget.

The budgeting policy carried out by the Banten Provincial government as explained by the Head of Manpower above, in implementing the policies contained in the quality development program for educators and education personnel is not in line with Law no. 14 of 2015 concerning Teachers and Lecturers as stipulated in article 34 paragraph (3), namely in terms of improving the quality of teachers: "The government and local governments are
obliged to provide budgets to improve the professionalism and service of teachers in educational units organized by the Government, regional governments, and/or or society”.

So important is the involvement of budgeting patterns for the development of human resources for educators and education staff, because with an adequate budget, the implementation of the quality development program for educators and education carried out at the center for developing teacher work culture will run optimally and the results obtained are in accordance with what has been determined. Through a budgeting pattern that is in accordance with the provisions, it will provide benefits for the development of teaching and educational staff resources. Utilization of resources in implementing policies for the management of the center for the development of teacher work culture is very necessary.

2. Implementation Context (Context of Implementation)

a. Power, Interest, and Strategies of Actor Involved

The support of the authorities for the implementation of policies for the implementation of the center for the development of teacher work culture from the results of the research tends to be less than optimal. The lack of optimal implementation of this policy is caused by the power factor that should be in the implementation of the teacher work culture development center, the structural factor of the teacher work culture development center manager must be considered as a manifestation of the interests of the authorities. It turned out that from the results of a study of the Banten Governor's Regulation No. 8 of 2014 and the strategic plan document of the Education and Culture Office, no organizational structure document was found.

The strategies used to realize the interests of the authorities, as the results of a study of the Strategic Plan document of the Department of Education and Culture for 2017-2022, are:

1. Make notifications in the form of circulars to prospective participating teachers through the principal.
2. Invite teachers who have been appointed by the principal.
3. Provide training in the form of materials related to improving the competence of teachers and education personnel
4. If possible, a module book on improving the competence of teachers and education personnel is given.
5. Provide assistance in the form of learning tools or media and facilities needed for learning activities in schools, such as IT equipment, laboratory equipment, sewing machines for fashion teachers, welding equipment and workshop tools for automotive teachers, and other appropriate assistance with teacher competence and school needs.
6. Assigning senior high school, vocational and SKh supervisors to go to school to monitor teachers in implementing abilities as a result of education and training and monitoring utilizing the assistance that has been provided.
7. Collaborate with other relevant agencies and institutions such as LPMP, Manpower Office, Cooperatives and UMKM Service, Health Office, and Ministry of Religion Regional Office, so that they can help provide training according to the field of study and expertise of teachers.
8. Evaluate the implementation of training activities and provide progress reports to the leadership on the success or failure of the implementation of training at the Center for Teacher Work Culture Development.

b. Characteristics of Institutions and Regime Characteristics

The characteristics of institutions and authorities greatly affect the existence and success of the programs they develop. Likewise with the Banten Province Education and Culture Office which generally has characteristics based on the vision and mission of the Banten Governor as outlined in the Banten Province RPJMD for 2017-2022. So that in programming an activity it always refers and cannot be separated from it. Therefore, in implementing the planned program, the Banten Provincial Education and Culture Office certainly sees the RPJMD as a manifestation of the characteristics of the institution and the ideals of the rulers.
The Department of Education and Culture has provided facilities for teacher quality development activities, namely the teacher's Work Culture Development Center (P2BKG) building, furniture and other learning media that support the implementation of these activities. The establishment of a teacher work culture development center building (P2BKG) was initially carried out by a pattern of cooperation and partnership between the Education and Culture Office and the schools occupied by the building. Through the partnership pattern, the Education and Culture Office as well as schools can take advantage of the P2BKG building facilities in developing the quality of educators and education personnel both at the school level and at the Regency/city and Provincial level.

Regarding the policy of organizing a teacher work culture development center to develop teacher quality and performance. From the results of interviews with principals and teachers, in general they just found out that in every district/city there is a school designated and occupied by the construction of a building center for the development of teacher work culture. This shows that the policy issued by the Banten Provincial Government as stated in the Banten Governor Regulation Number 8 of 2014 concerning the implementation of the teacher work culture development center (P2BKG) has not been properly socialized.

**c. Level of Compliance and Response from Employees (Compliance and Responsiveness)**

The results of the study found that the level of compliance and responsiveness of teachers and education personnel as government employees to the quality improvement program for educators and education held at the Center for Teacher Work Culture Development showed a positive response. According to Arwildayanto et al., (2018: 95), the characteristics of the implementer's attitude are closely related to policy implementers, namely: “honesty, commitment and democracy. Implementors who have a high commitment, honesty and integrity always survive among the obstacles encountered in the program/policy. Honesty directs policy implementors to stay within the program level that has been set in the policy guidelines. High commitment and honesty from the implementers tend to lead to an atmosphere that is always enthusiastic in implementing the policy stages consistently. A democratic attitude will increase the good impression of implementers and policy analysts in front of members of the target group.

The theory put forward by Grindle is still actual and relevant in analyzing problems related to the implementation of policies for the implementation of a teacher work culture development center, in order to improve the quality of teachers in Secondary Education in Banten Province. However, overall the theory has not been fully implemented effectively. This means that there are still some indicators in their dimensions that cannot be implemented effectively, thus disturbing the implementation of the policy.

V. CONCLUSION

Based on the results of the research that has been described in the previous chapter, it can be concluded that. The factors that cause the policy for the implementation of the teacher work culture development center (P2BKG) are: First, the content of the policy which consists of: (a) Interests affecting the implementation of the policy for the teacher work culture development center; (b) Type of benefits in the implementation of policies for the implementation of the center for the development of teacher work culture; (c) The degree of change to be achieved (extent of change envision); (d) The location of the decision making (site of decision making) of the leadership in the implementation of policies for the implementation of the center for the development of teacher work culture; (e) The program implementer of the center for the development of teacher work culture; (f) The resources involved (resources committed) in the organization of the work culture development center. Second, The Implementation Environment (Context of Implementation) consists of: (a) Power, interest, and strategies of the actors involved; (b) Institution and regime characteristics; and (c) the level of compliance and response from employees (compliance and responsiveness) in the implementation of the center for developing a teacher work culture.

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