AN ANALYSIS OF THE ORGANIZATION, INTERPRETATION, AND APPLICATION OF ONLINE PROGRAM LEARNING SYSTEM AT POSTGRADUATE PROGRAM OF UNIVERSITAS TERBUKA

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ABSTRACT

Postgraduate program of Universitas Terbuka (UT) Indonesia, as the policy implementer in providing higher distance education services, in 2013.2 registration period opened an online program services with fully online learning system. Enthusiasm from prospective students who did admission and students who enrolled the courses program were high and developed because the program was flexible. With regard to its implementation, practically the fully online learning system services were not optimum yet. It was because of several indicators such as: the lack of synergy from the implementer in UT center and UPBJJ, admission and recruitment process were not optimum yet, difficulty in recruiting tutors, difficulty in anticipating and providing IT support, interaction model in learning system, as well as problems in thesis completion. Implementer had an obligation to give good services to the candidates and active students in this program by fixing those implementation indicators on organization factor; the ability of the implementer in coordinating and communicating among units at UT center and UPBJJ; standardization and accuracy for selecting, controlling and evaluating tutors; accuracy in providing and using ICT especially in learning process such as the usage of *Moodle 2.8,* as well as other application or software. Skill and ability of the implementer in translating each policy, SOP, guidance from the director in fully online programs require accuracy and synergy in accordance to its main policies. The well-organized organization and accuracy of interpretation by the implementer will operationally facilitate the application stage in UT center and UPBJJ.
Key words: organization, interpretation, application.

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INTRODUCTION

Higher Distance Education (PTJJ) as mandated and regulated in the Act No. 12 of 2012 and Law No. 14 of 2005, as well as various sets of complementary rules becomes a guidance and amplifier in its implementation. Implementation becomes a phase that determines the success or failure of PTJJ policies, implementer's role becomes a key in realizing these policies. Society as a policy target will enjoy direct meaning and benefits of PTJJ, which is implemented by the university as a direct implementer in delivering learning services.

PTJJ implementation is the responsibility of public and private universities, as stipulated in the decision of the Minister of Research, Technology, and Higher Education of the Republic of Indonesia and supported by policies of other departments. Universitas Terbuka (UT) as one of the PTJJ implementors has implemented since 1986 in the development and improvement of Indonesian human resources in various educational qualifications (training, certification, diploma, undergraduate, graduate) by the number of alumni of more than 1.3 million scattered throughout Indonesia and various countries.

Learning mode of PTJJ is independent learning and UT as the organizer is obliged to facilitate students in the learning process, such as the provision of teaching materials: printed (module of primary teaching materials) and non-printed (multimedia teaching materials), tutorials in the form of face-to-face and internet-based tutorials, as well as other supporting facilities to maintain the quality of its learning outcomes.

In the 2013.2 registration period, UT's postgraduate programs (PPs) as the primary implementer unit in the management of this program started to implement online higher distance education, a program that its learning processes is online (fully online) except for the final exams where students must take the test in places that already determined by UT. The implementation of the online program (fully online) is the result of research and development carried out by PPs in 2010 by taking samples from 2 UPBJJ-UT, now this program has been implemented in 32 UPBJJ-UT for four courses, namely: Master of Management (MM), Master of Public Administration (MAP), Masters in Fisheries

Management (MMP), Master of Mathematics Education (MPMT), and one certificate program, namely: advanced courses of ASEAN Studies program.

The policy of online program of UT's postgraduate program (PPs) can help and give access to people who want to improve their qualification to Masters Degree. In its implementation, there are still some problems that need the attention of PPs, in relation to:

1. Organizing factor, namely the ability of the implementer to coordinate and communicate in the management process in UT center and UPBJ-UT. This indication is in the form of lack of standardization and accuracy in the selection process, lack of control and evaluation of tutors, inconsistencies in the use of ICT.

2. Interpretation factor, namely the ability and skill of the implementor in translating each online program policy, SOP, guidance from the heads as well as Rector policy.

3. Application factor, namely the lack of ability of the implementers in its application and operation of various devices available in the UT center and UPBJJ-UT.

These factors and indications of the problems are caused by the implementation of UT's postgraduate program policy on online program; with regard to its organization, interpretation, and application (Jones, 1996) in the online learning system of postgraduate programs of UT that has not been optimal in its implementation.

METHOD

This article is written based on observations on the implementation of the online program of UT's postgraduate program supported by various sources of primary data, i.e., the implementers at UT center and UPBJJ-UT and secondary data sources, and further analysis using the concepts and theories of policy implementation. This study employed descriptive analysis approach, i.e., to portray the implementation phenomenon of online program pragmatically and conceptually in order to give recommendations for the better implementation of this program.

ONLINE PROGRAM OF UT's POSTGRADUATE PROGRAM

The organization and process of higher distance education learning system is basically regulated through several stages and systematic steps to facilitate prospective students and students of online program of UT's Postgraduate Program in academic administration and learning processes. Prospective students and active students of UT's Postgraduate Program are served through the the internet-based online registration system (sro.ut.ac.id) at http://www.ut.ac.id and other media supports.

1. Learning Process

All students are required to follow the learning process during 12 meetings online and one final examination (see Figure 1).
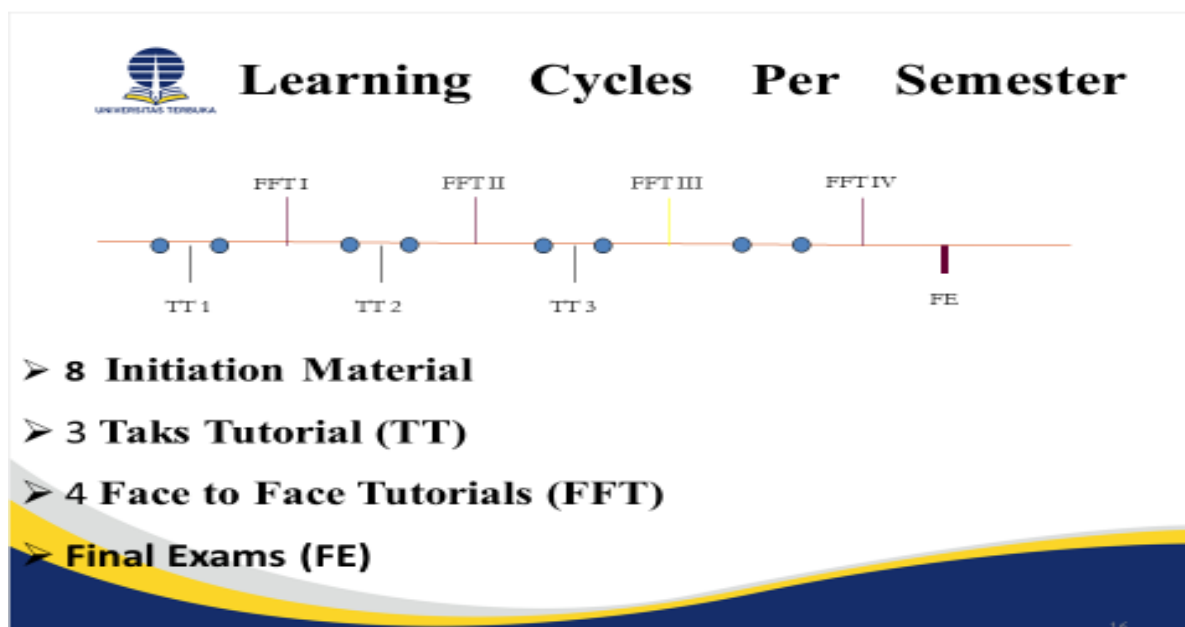
Figure 1. Cycle of Online Learning Program

The process of learning of online courses conducted within 3 semesters and supervisionship of thesis carried out at the end of the 3 and 4 semester, the number of credits taken in the master's program are 40 to 42 credits depending on each study program.

Model or media in the online learning process, which is used currently, is Moodle 2.8 as the development of previous Moodle. The display of Moodle 2.8 eases the tutors and students in the learning process (see Figure 2).
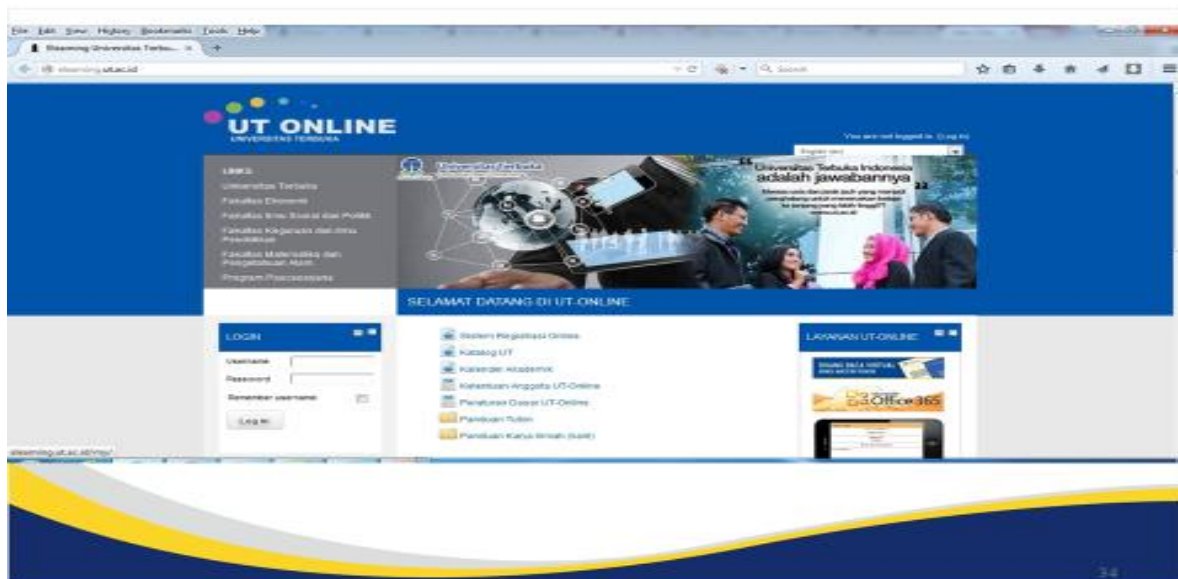
Figure 2. The Media of Online Learning Process of PPs UT

Tutors and students started on the tutorial by using their username and password provided by the

manager at PPs UT on elearning.ut.ac.id page. The online learning process takes place at any time in

accordance with the schedule of the online academic calendar of PPs UT on elearning.ut.ac.id. It is

already available communication facilities between students and students, students with tutors,

students with manager of PPs UT.

Achievement of learning outcomes of online program students is quite good with the distribution of

Grade Point Average (GPA) is about 60% average above 3.00 (see Table 1)

Table 1. The Distribution of GPA of Online Program Students for 2015.1 dan 2015.2 Registration Period

PROGRAM	REGIST-RATION PERIOD	GPA								TOTAL	TOTAL	
		0 – 2,99		3,00 – 3,25		3,26 – 3,50		3,51 - 4,00				
		N	%	N	%	N	%	N	%	N	2015.1	2015.2
MAPO	2015.1	18	41	2	5	10	23	14	32	44	44	
	2015.2	30	34	7	8	13	15	38	43	88		88
EKMO	2015.1	19	26	6	8	13	18	34	47	72	72	
	2015.2	38	34	17	15	14	13	43	38	112		112
MMPO	2015.1	11	41	3	11	4	15	9	33	27	27	
	2015.2	9	35	4	15	4	15	9	35	26		26
											143	226

Source: PPs UT 2016

2. Learning Materials Development

The main leaning materials used by students of PPs UT is printed teaching materials (BAC) in the

form of BMP (Book of Primary Materials) that consists modules per course (see Table 2) and is

supported by the non-printed instructional materials (BANC) in the form of multimedia (see Table 3)

Table 2. Development and Evaluation Processes of Printed Learning Materials (BAC) of 2015

PROGRAM	TARGET			OUTCOME					
	$\sum$ BMP	$\sum$ Credit	$\sum$ Module	$\sum$ Module (under writing process)	$\sum$ Module (complete written)	$\sum$ Module (under review)	$\sum$ Module (complete reviewed)	$\sum$ BMP (finished written)	$\sum$ BMP (ready to be sent to P2M2)
MPDR	9	20	53	0	53	11	42	5	5
MMP	8	19	57	29	28	28		4	0
MAP	1	1	3						0
MKOM	12	36	108	18	72	54	18	8	2
MPBING	8	24	72	12	60	38	22	4	1
TOTAL	38	100	293	59	213	131	82	21	8

Non-Printed Learning Materials (BANC)

PROGRAM	TARGET			OUTCOME					
	$\sum$ BMP	$\sum$ Credit	$\sum$ Module	$\sum$ Module (under writing process)	$\sum$ Module (complete written)	$\sum$ Module (under review)	$\sum$ Module (complete reviewed)	$\sum$ BMP (finished written)	$\sum$ BMP (ready to be sent to P2M2)
MPDR	9	20	53	0	53	11	42	5	5
MMP	8	19	57	29	28	28		4	0
MAP	1	1	3						0
MKOM	12	36	108	18	72	54	18	8	2
MPBING	8	24	72	12	60	38	22	4	1
TOTAL	38	100	293	59	213	131	82	21	8

Source: PPs UT 2015

The process of developing, manufacturing and evaluation of BAC and BANC was conducted

regularly. Modules that have been used for maximally 5 years should be revised through the review

process by experts in the related field of study.

3. COHORT Analysis of Students of PPs UT

Students' retention in online programs need to be a concern for the PPs UT manager to see how far

the students can survive in the learning process, started from the first semester until fourth semester

or until finishing their studies. The importance of cohort analysis is done on a regular basis and the

analysis conductedby the study program is to take a step further by the study program and the

principles of PPs UT in encouraging students to stay afloat and continue their studies.

Table 3. COHORT Analysis of the Students of Online Programs:
1. Master of Public Administration Online Study Program (MAP)

REGISTRATION	MAPO				
PERIOD	2013.2	2014.1	2014.2	2015.1	2015.2
2013.1					
2013.2	6	5 (83%)	4 (67%)	2 (33%)	1
2014.1		11	10 (91%)	8 (73%)	7(64%)
2014.2			25	22 (88%)	20 (80%)
2015.1				12	10 (83%)
2015.2					50
GRAND TOTAL	6	16	39	44	88

2. Master of Management Online Study Program (MM)

REGISTRATION	MMO				
PERIOD	2013.2	2014.1	2014.2	2015.1	2015.2
2013.1					
2013.2	15	13 (87%)	9 (60%)	9 (60%)	3
2014.1		13	7 (54%)	8 (62%)	8 (62%)
2014.2			48	34 (71%)	30 (63%)
2015.1				21	18 (86%)
2015.2					53
GRAND TOTAL	15	26	64	72	112

3. Master of Fisheries Management Online Study Program (MMP)

REGISTRATION	MMPO				
PERIOD	2013.2	2014.1	2014.2	2015.1	2015.2
2013.1					
2013.2	9	9 (100%)	9 (100%)	9 (100%)	6
2014.1		28	28 (100%)	26 (93%)	24(86%)
2014.2			16	15 (94%)	15 (94%)
2015.1				18	15 (83%)
2015.2					21
GRAND TOTAL	9	37	53	68	81

4. Master of Mathematics Education Online Study Program (MPMT)

REGISTRATION	MPMTO
PERIOD	2015.2
2015.2	19 (100%)
GRAND TOTAL	19

Source: PPs UT 2016

Based on Table 3, it shows the retention of online students on average over 65% to pursue their studies, except for MPMT study program because this study program will be opened at the time of 2015.2. (see Table 3).

ORGANIZATION FACTOR

The ability of the implementer in coordinating and communicating among internal units in the UT center and UPBJJ-UT with a control range and scope of spacious work units with the main unit of PPs UT and organizational units support are quite a lot that includes the Rector (vice rectors especially Vice Rector III), Faculty (*FISIP , FKIP, FMIPA, FEKON), BAAPM, BAUK*, Testing Centre (*Pusjian*), Computer Center (*Puskom*), Learning Assistance Center (*PBB*), the Inter-University (*PAU*), *PPSDM*, and UPBJJ-UT. It has impact on the effectiveness and efficiency of achievement of academic administrative services to students based on online academic calendar of PPs UT to serve 423 students in 32 UPBJJ-UT (see Table 4). The effectiveness and efficiency of coordination and communication in the management of PPs UT online program is the key factor to avoid miscoordination and miscommunication between the supporting unit and still maintain uninterrupted services to students. The ability of the main implementer (PPs UT) in organizing, coordinating and communicating are central to synergize the various activities to achieve good achievements of the service in agreement with the target and SOP that has been determined in the form of academic calendar, catalog, quality assurance, learning guidelines and guidance of PPs UT, as well as policies and principles' instructions.

Table 4. Number of Students of Online Study Program from Semester I until Semester IV In 2016.1 Registration Period

No.	UPBJJ	MAPO				MMO				MMPO				MPMTO		Total
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	
1	Ambon	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1
2	Banda Aceh	10	-	-	-	-	-	-	-	1	4	2	-	-	-	17
3	Bandar Lampung	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1
4	Bandung	2	-	1	1	2	1	1	1	1	-	-	1	3	-	14
5	Batam	5	-	-	-	3	1	2	-	2	1	-	-	-	1	15
6	Bengkulu	3	-	-	-	1	-	-	-	-	-	-	-	-	-	4
7	Bogor	3	2	-	2	5	1	1	1	1	2	1	-	-	2	21
8	Denpasar	-	-	-	-	1	1	1	-	2	-	-	1	2	-	8
9	Jakarta	4	4	1	1	12	7	5	8	9	-	1	1	-	2	55
10	Jambi	2	-	-	1	4	-	1	-	-	1	2	4	-	-	15
11	Jayapura	-	-	-	-	-	-	-	-	2	-	-	-	-	-	2
12	Jember	2	-	-	1	-	3	-	-	1	1	1	1	2	4	16
13	Kendari	1	-	-	-	-	-	-	-	1	-	-	-	-	-	2
14	Kupang	-	-	1	-	-	3	-	1	-	2	-	-	2	-	9
15	Makassar	2	4	1	-	1	2	1	1	1	1	1	-	-	2	17
16	Manado	-	1	-	-	4	-	-	-	1	1	-	-	-	-	7
17	Mataram	-	1	-	-	-	1	-	-	-	-	2	-	-	-	4
18	Medan	3	-	-	-	1	-	1	-	-	-	-	-	-	-	5
19	Padang	-	1	-	-	-	2	-	-	-	-	-	-	-	1	4
20	Palangkaraya	20	8	-	5	1	2	-	4	-	2	-	-	-	-	42
21	Palembang	1	1	-	-	-	4	-	-	-	2	-	-	-	-	8
22	Palu	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1
23	Pangkalpinang	14	11	4	3	1	3	-	-	2	1	3	4	-	-	46
24	Pekanbaru	-	2	-	1	-	1	2	-	1	-	-	-	-	-	7
25	Pontianak	-	1	-	1	-	8	1	-	-	-	-	-	-	-	11
26	Samarinda	3	3	-	-	3	4	-	2	-	-	-	2	1	-	18
27	Semarang	4	1	-	-	1	1	1	3	-	2	-	-	3	1	17
28	Serang	1	5	-	-	2	2	-	-	-	-	-	1	1	1	13
29	Sorong	-	-	-	-	1	-	-	-	2	-	-	-	-	-	3
30	Surabaya	1	1	-	-	3	1	-	1	-	-	-	-	1	-	8
31	Ternate	7	2	-	1	4	1	-	6	-	1	-	-	-	-	22
32	Yogyakarta	-	-	-	-	3	1	-	-	-	-	-	-	5	1	10
TOTAL		88	48	9	17	53	50	17	28	28	21	13	15	20	16	423

Source: PPs UT 2016

Miscoordination and miscommunication pragmatically are still visible in the standardization and accuracy of selection process for prospective students between PPs UT and UPBJJ-UT in sharing the work to determine the verification and validation of administrative data of the students that should be the responsibility of UPBJJ-UT but there are still UPBJJ-UT that assume that PPs UT is the implementer. Lack of control and evaluation of tutors become the obstacles in the process of tutorial, this is due to the persistence of some tutors who are inconsistent in providing tutorial services and still stuttering in using tutorial application (Moodle 2.8 software).

The implementation of online programs requires clarity operationally between the various units involved in achieving UT's goals to produce graduates who are credible and qualified through management and services organized in synergy of the various supporting organizational units in the implementation of online programs of PPs UT. States that the implementation of policy, operationally, can be applied significant, through the dimensions of "organization: the establisment or rearrangement of resources, units, and methods for putting a program into effect" (Jones, 1984, p. 166). State that "the implementation of policy as a process of interaction between a set of objectives and actions that are able to reach. Implementation is the ability to establish further relationships in a series of causation linking action with purposes"(Pressman and Wildavsky, 1979, p. 21).

It shows that the synergy of the organization is key to success in the implementation of this program through strengthening the coordination and communication between the main unit and the supporting units. Points out the importance of communication on implementation that communication is an important dimension for public administrators to implement policies, especially in achieving the program's effectiveness through accurate transmission of personnel, command instructed by principles is clear to be implemented in the field, and the consistency of the implementation of decisions or programs by all implementers as well as the head of particular unit (Edwards III, 1980, p. 9).

INTERPRETATION FACTOR

The abilities and skills of the implementers in translating each policy either in the academic calendar, catalog, guidance and guideline for the implementation, SOP, guidance from director in fully online program needs austerity and prudence in the implementation. It is to avoid misinterpretations and distortions in its implementation. Accuracy and precision of the implementers in understanding the online program policy will have positive implications for the smooth management of PPs UT and UPBJJ-UT so that students will be satisfied with the services.

Indications of this misinterpretation is due to the fact that they have not understood the policies that have been socialized by the university; they are lazy to read the catalogs, guidelines and guidance, and reluctance to ask questions and communicate with the main and supporting unit.

The ability to interpret the policy is an important thing to be understood by the implementer, there are three principles of how to implement a policy program in the field that can be applied significantly, as follows: "Interpretation: The translation of program language (often contained in a statute) into acceptable and feasible plans and directives" (Jones, 1984, p. 166), even assert that the process of policy implementation begins with interpreting the policy in order to set standards and targets to be achieved by the executor (Van Meter and Van Horn, 1975, p. 465). State that "it is defined as the process whereby program or policies are carried out; it do notes the translation of plans into practice" (Howlet and Ramesh, 1995, p. 153).

APPLICATION FACTOR

Organization neatness and accuracy of interpretation by the implementer will operationally facilitate the application stage in the UT center with the help of various supporting units as well as in UPBJJ-UT as operational executor. They should understand how to apply PPs' online program operationally to keep the routine implementation of the service both scheduled appropriately to the academic calendar and the services that are insindental on cases that come from the students as users as well as UPBJJ-UT as operational executor.

PPs as the main unit of program implementer and supporting units in the UT Center and UPBJJ-UT need to better understand the purpose and available instruments (catalogs, academic calendar, guidance and implementation guidelines, and policies) of PPs' online program in its application operationally, although in the operational implementation there must be problems to be faced by the main unit and supporting units. But by properly understanding the organization and interpretation factors, it will reduce the problems in the application stage. Confirms that "Application: The routine provision of services, payments, or other agreed upon program objectives or instrument" (Jones, 1984, p. 166)

SUSTAINABILITY AND PROGRAM EVALUATION

The implementation of online program at Graduate Program (PPs) of UT is an ongoing program that is constantly innovating to develop and improve the main unit, with renewal and up to date curriculum

competence, renewal teaching materials or module in the form of print and non-print teaching materials, and up to date open educational resources (OER). Development and improvement of the supporting units is done by updating the application of students' registration system (SRS) and online registration system (SRO), updating the learning application with the use of newest and easy to use software by the students, and updating the digital library that allows the students to access the needs of references, such as: e-books and e-journals.

Program evaluation on online programs in distance learning conducted regularly and periodically to maintain academic and management quality by conducting program accreditation by the Indonesian National Accreditation Board for Higher Education (BAN-PT) to maintain academic and learning support quality that is conducted every 5 years, the certification of management service quality is done by ISO 9001 to consistently maintain the quality of service to the students, and evaluation on distance learning system is carried out periodically by the International Council for Open and Distance Education (ICDE).

CONCLUSION

PPs online program is one of the models of higher distance education at master level for the community and is one of the forms of problem solver in giving people an opportunity to keep abreast of education at the master level.

The implementation of this program is to encourage people to continue to improve their academic qualification and standard of academic quality that can be justified and program managers are required to continue to enhance the administrative and academic aspects of the service to maintain the quality of the services.

Organization, interpretation, and application factors are important factors in the implementation of the programs that should be understood and supported by all the supporting units in UT Center and UPBJJ-UT to maintain stability, responsibility, and dynamic services.

Sustainability and distance learning program evaluation is mandatory, which is carried out routinely and periodically to maintain the quality of academic and management services as a form of maintaining public reliance to program organizer.

RECOMMENDATION

1. To improve the ability of the implementer in organizing activities with various supporting units in UT Center and UPBJJ-UT that well-scheduled and well-documented follow-up in the form of policy or instruction.

2. The ability to interpret a policy is the main task of the implementer both of the main and supporting units, the need for simplification of various policies and time efficiency, in preparing the SOP, academic calendars, catalogs, as well as policies and instructions led to strengthen PPs as the main unit.

3. Application is more emphasized on the operations that directly touch services to the main unit, supporting units, UPBJJ-UT, and students (users). The need for consistent predication, steps arrangement and clear socialization before, during, and after the implementation.

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