

## **Analysis of Quality Improvement Strategy of State Civil Apparatus to Support Local Government in Indonesia**

**Jamal Bake**

*Halu Oleo University, Kendari Indonesia*  
*Corresponding Author: Jamal Bake*

---

**Abstract:** *The wider democratization process of direct elections, strong representation systems, and increasingly intensive public participation in demanding quality services, has made the government intervene in providing services, and is relevant if it relies solely on the role of private institutions that often prioritize benefits rather than pay attention to rights society in public service.*

*Quality services require the presence of an apparatus possessing knowledge, skills, expertise, technological skills, and always ready to provide a polite, courteous service and understand the needs of the community.*

*During this time, improving the quality of civil state apparatus is normative, conducted by the central government, local governments only include employees in education and training for civil servants. Implementation by the central government begins with the identification of training needs, formulates and sets the agenda of training, implementation, evaluation, and ongoing employee development, although not yet able to reach all employees in the region.*

*The regional governments themselves have not had a clear strategy regarding the improvement of the quality of civil state apparatuses that support the implementation of governance, development and public services in the regions. This is due to the lack of local political elite support, the lack of available budget, the commitment of political elites who are less concerned with quality services, the low understanding of the obligation to provide quality services, and the low innovation of local leaders to establish strategies to improve the quality of the appropriate civil state apparatus, as a capital to create effectiveness in local governance.*

**Keywords** - *strategy, human resources, and local government*

---

Date of Submission: 27-07-2018

Date of acceptance: 13-08-2018

---

### **I. Introduction**

The development of human resource-based organizations has been the concern of administrative scientists. Since the 1980s, human resource management (HRM) strategy has become an important topic for the management area, HRM strategy has achieved its prominence because it provides competitiveness and promote managerial efficiency in the business area. The rise of human resource management in the 1980s brought managerial scholars to the link between the management of people and performance. A number of attempts were made to put empirical facts with the theoretical bones of the knowledge based firms and the specific HRM views concerning how the systems on HR practice, which can make an increment on the organizational performance. The approach that focuses on individual HR practices and the link with the performance continued since early 1990s (Hendry & Pettigrew, 1990) (see, Burma, 2014:87).

Similarly, the public organization, whether or not advanced organization is determined by the extent of human resources which is one element in the organizational system available both in quantity and quality. In public organizations, there is a change of way of view in placing apparatus since the concept of New Public Management (NPM) developed Osborne and Gaebler (1992) in his reinventing government. The role and position of the actor is changing as follows: 1) the catalyst government; steering rather than rowing, reducing the actor's involvement in providing services; 2) Government belongs to the community: empowering rather than serving; 3) Competitive government: injecting competition into service delivery; 4) Government is driven by a mission: transforming rule-driven organizations into mission-driven movements; 5) Result-oriented government: financing non-inputs (funding outcomes, not inputs); 6) Customer-oriented government: meeting customer needs, not bureaucracy; 7) Government generate rather than spend; 8) Anticipatory government: prevention rather than cure; 9) Decentralized government: From hierarchy to participation and work teams (from hierarchy to participation and teamwork); 10) Government oriented to market mechanism.

In The wider democratization process, according to Denhardt and Denhardt (2007), the government must serve as a servant of society, as a serving, not steering. Quality service from the government requires the presence of qualified civil state apparatus. The quality of human resources here is not just having intellectual skills, knowledge and skills, but individual behavior in the form of hospitality, interaction, good speech in

public service for customer satisfaction. Armstrong (2006), Barutçugil (2004) in Burma (2014:88) also dealt with the aims of the HRM and he defined these aims in a similar way. A common point emphasized by these researchers is obtaining organizational goals through the employee. According Barutçugil (2004), HRM aims (as quoted in Aray, 2008): 1) To help all employees reach optimal performance and to use fully their capacity and potential; 2) To convince employees to exert more effort for reaching organizational goals; 3) To use human resources in an optimum way to reach organizational goals; 4) To meet employees' career expectations and development; 5) To unify organizational plans and HR strategies and create and maintain a corporate culture; 6) To offer a working environment stimulating hidden creativity and energy; 7) To create work conditions stimulating innovation, teamwork, and total quality concept; 8) To encourage flexibility for achieving learning organization.

In a global context as the development of science, technology and work tools increasingly sophisticated, characterized by the information technology revolution of the 2000s, the application of technology in government organizations has evolved through various joint activities of government. The e-democracy, e-government, e-procurement, e-transaction or electronically demanding model of human resources not only understands contemporary science and technology. The State of the Republic of Indonesia is obliged to master the use of IT in government (e-democracy, e-government), the implementation of electronic development programs (e-procurement and e-transaction) and e-services, e-identity. In that context, human resource development is no longer conservative through formal educational platforms that take a long time, or manual training, but rather need an online informal learning pattern (e-leaning), using online media technology as a basis for public learning to master IT utilization in government practice.

The development of the government system follows the current revolution of IT, therefore the direction of human resource development through formal education, training or comparative study is directed to support the performance of local government-based online, in order to be able to manage the organization effectively, efficiently and satisfy the community. Armstrong (2006) mentions the development of organizational HR into a benchmark of organizational progress. Organizations that develop human resources without following the environmental flows that affect the organization will make the organization unable to address environmental issues and public needs. In public organizations, the direction of human resource development today is directly related to improving the quality of public.

The vision of human resources development of the public sector in Indonesia, referring to the Law of 15 January 2014 on the State Civil Apparatus (SCA). This law makes public sector human resource management more focused, because: 1) Law on civil state apparatus to be a reference policy and development strategy of public sector human resources, in recruitment, placement, fostering and development of SCA nationally ; 2) As a guideline in providing welfare guarantees for every state employee in accordance with performance achievements on the implementation of the main tasks and functions that become burdens and responsibilities; 3) To become the basis for the leadership of public organizations in treating state employees in terms of promotion, performance measurement, regulating the obligations that must be carried out consistently and sustainably, as well as the right to be received after performing their obligations as government organizers, development and public services. Generally, local governments in Indonesia do not yet have a structured quality improvement strategy to improve quality SCA to that supports the implementation of local governance in a sustainable manner. It can be seen from: a) Education and training are not held on their own initiative, but are awaiting requests from other institutions, then sending staff as participants; b) those included in training, technical guidance or internships in other areas, are often not from work units that require additional expertise; c) those included in an education and training do not parallel their formal education, for example included in the technical guidance of local financial management is a law degree; 4) Placement of employees in structural positions do not consider the relevance of the field of science, for example agricultural scholars placed in the financial section.

The problems are: 1) What is the capacity of SCA in supporting the implementation of local government ?; 2) How does the strategy of improving the quality of SCA in supporting the implementation of local government in Indonesia: 3) What factors influence the choice of SCA quality improvement strategy in supporting the implementation of local government?

The approach used in answering the problem, using qualitative descriptive method, obtaining data through interviews with selected informants, supported secondary data from relevant public institutions such as Personnel Board, Central Bureau of Statistics, publication data accessed online

## **II. Literature Review**

Public organization according to Kasim (2006: 85) is a major element in state administration because it involves cooperation between people involved in interconnected activities to achieve public goals such as development and community service. Human resources public sector is a human being working in the environment of public organizations or also called personnel, labor, employees, is a human potential as a

mobilizer organization and assets realized through the implementation of work. They work, occupy, fill in positions, and work, completing tasks and functions in public organizations. Qualified human resources are the determinants of organizational effectiveness, therefore they must be managed appropriately, properly and correctly.

More recently, organizations consider the HR department as playing a major role in staffing, training and helping to manage people so that people and the organization are performing at maximum capability in a highly fulfilling manner (McNamara, 1998, in Burma: 2014:87). Improving the quality of public sector human resources requires well-planned and appropriate strategies to meet the increasingly complex needs of local governance. According Hasibuan (2013: 11) human resource management is concerned with continuous development and development through, among others, a) the process of position analysis and human resource requirements, personnel selection process, placement, coaching, development and promotion; b) Provision of human resources both quantity and quality along with a fair and proportional workload distribution based on expertise for the efficiency and effectiveness of the work of the organization; c) Improving the quality of human resources through education, training and evaluation; d) Provision of welfare of employees in the form of salaries, incentives, benefits, including social security; e) Regulation of system development, promotion, mutation, dismissal including rights and obligations of employees.

Public organizations require qualified human resources to perform a satisfactorily oriented public service function, not on profit-seeking. Quality of human resources have good physical and health, intellectual qualities of knowledge and skills in accordance with the needs of a position, as well as mental spiritual or mental struggle is strong in facing challenges. The minimum requirement for an apparatus is to have the knowledge, skills and expertise necessary to perform the task according to minimum service standards. It is in accordance with Heidjrachman and Husnan (2000; 23) that the quality of employee work is the minimum requirement that a person must fulfill in order to get the job done properly. The quality of employees is the fulfillment of qualitative requirements required in a position, until his work can be completed. Gary Dessler (2003: 476) mentions the quality of an employee's work is a state in which employees can meet the standard of knowledge needs for a position in which they are placed in the organization.

Mondy and Noe (1993: 270) says human development is a planned, continuous effort by management to improve employee competency levels and organizational performance through training, education and development programs. "(Human Resources Development is a planned and sustainable undertaking undertaken by organizations in improving employee competency and organizational performance through training, education and development programs). Harris and DeSimone (1999: 2) say human resource development can be defined as a set of systematic and planned activities designed by an organization to provide its members with the necessary skills to meet current and future job demands. Stewart and McGoldrick (1996: 1) say "human resource development encompasses activities and processes which have an impact on organizational and individual learning". (Human Resource Development encompasses various activities and processes aimed at the impact of learning, both for the organization and for individuals).

McLagan and Suhadolnik in Wilson (1999: 10) say the development of human resource quality is the use of training and development, career development, and organizational development, integrated with each other, to enhance individual and organizational effectiveness. Human resource development is more focused on the organization's long-term general needs, because it is indirect and can only be measured in the long term. The development of quality human resources helps employees to prepare for changes due to technological change, job design, new customers, or new product markets, a dynamically evolving society. The development of the quality of employees of public organizations is increasingly needed because of the demands of work, due to rapid technological progress, and the dynamics of society continues to grow. Each employee is required to work effectively, efficiently, qualified so that competitiveness becomes strong. According to Armstrong (1997: 504), the strategy of developing the quality of human resources is done through long-term design, related to the availability of promotion opportunities, long-term opportunities, creating learning opportunities, making education and training programs including planning, organizing and evaluation of the program by the human resources development sections supported by top management or power.

Improving the quality of human resources in an informal way, conducted through employee initiatives to continue to develop itself, without organizational intervention. Employees have the desire to train and develop themselves by studying literature books, learning from others, or online, on matters relating to work. Employees must have ethos, hard work motivation to advance through the improvement of work ability. Formal and structured strategies are conducted through formal education, training, whether conducted by internal organizations or by educational or training institutions. The development of organizational human resources aims to improve the effectiveness and efficiency of work in implementing the established work program. Improvements in individual or organizational performance can be achieved by improving: the knowledge, skills and attitude of employees in performing their duties (Heidjrachman and Husnan, 2004: 74).

According to Schuler in Siagian (2008: 124) the purpose of human resource development activities are; 1) Reduce and eliminate poor performance, with the development of less effective HR performance of

employees can be achieved on target; 2) Increasing the flexibility of the workforce, as more skilled employees will be more flexible and easy to adjust to possible changes in the organization; 3) Improve employee commitment, have good perception about organization, and can motivate employees to work better; 4) Reduced turnover and attendance; the greater employee commitment to the organization has an impact on reducing the turn over turnover rate; 5) Increasing work productivity of employees and the organization as a whole.

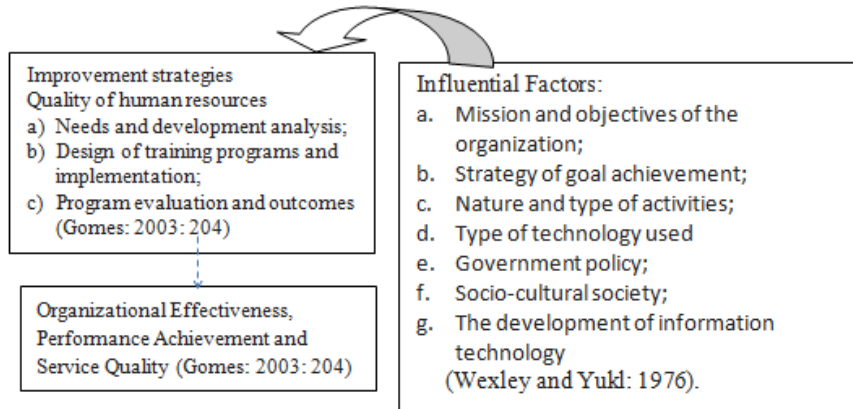
Human resource development to ensure that organizations have qualified people to achieve organizational goals to improve performance and growth (Armstrong, 1997: 507). The choice of organizational HR development strategy is intended to ensure that the organization has personnel who are ready to achieve its goal of promoting growth. The choice of strategies to improve the quality of human resources is linked to the needs of individual positions, or groups for the sustainability of the organization. The individual dimension of human resource development refers to the attainment of an employee, while the institutional dimension refers to what the institution or organization achieves as a result of the human resource development program.

According to Gomes (2003: 204) there are at least three main strategies in human resource development: the determination of training needs, the design of the training program, the evaluation of the training program; First, determining training needs (assessing training needs), it is more difficult to assess training needs for existing workers than to orient new employees. The purpose of determining this training need is to collect as much relevant information as possible to find out and / or determine whether or not training is needed in the organization. There are three types of training needs: a) Assessment of training needs for all employees in a job classification regardless of data on the performance of a particular employee; b) Type of training needs assessment based on observations of problems, interviews, questionnaires, and performance evaluations / assessments, and by asking workers to self-monitor their own work; c) This type of training need is not related to performance discrepancies, but is more related to human resources for the foreseeable future.

Second, design training programs ranging from changes in selection or reward systems, as well as through training. Training is the best solution so managers or supervisors must decide what the right training program should be. There are two methods and a prerequisite for training: The right training method depends on the purpose. Training methods should meet the following principles: 1) Motivate trainees; 2) Demonstrate new skills; 3) Must be consistent with content or training materials; 4) Active participation of participants; 5) Provide opportunities for skills expansion; 6) Provide feedback; 7) Encourage from training to work; 8) Efficiency and cost-effectiveness of training. Third, evaluation of program effectiveness. To be effective, training should be an appropriate solution to the organization's problems, where the training is intended to improve skills shortages. To improve their learning efforts workers need to be aware of the need to acquire new information or learn new skills, and the desire to learn must be maintained.

A number of factors affecting the development of the quality of human resources First, internal factors and internal factors (Wexley and Yukl, 1976: 282). Internal factors cover the entire life of the organization that can be controlled either by the leadership or by members of the organization concerned: 1) Mission and organizational goals. To achieve this it is necessary to have good planning and implementation of the plan must be appropriate so that required the ability of personnel and only achieved with the development of human resources; 2) Strategy of goal achievement. The ability of employees in estimating and anticipating outside circumstances that have influence on the organization so that it can take into account the impact that will occur; 3) Nature and type of activities. Implementation of activities made by the organization will affect the pattern of development of its human resources. Examples of technical activities will be different from scientific activities; 4) The type of technology used, supporting facilities and infrastructure in the organization is also a concern.

Second, external factors, namely: 1) Policy, in the form of legislation, local government decisions and organizational rules are all aspects that must be taken into account; 2) Socio-cultural society, cannot be ignored because the organization was established for the benefit of the community; 3) The development of science and technology, must follow the rapid development of science and technology by encouraging employees to master the latest technology for the organization;



### III. Result and Discussion

Human Resources Public Sector in this paper is Civil Servants or in the current employment system in Indonesia called Civil State Apparatus in question is a civil servant recorded by the Central Personnel Board working in various sectors of government, in addition to members of the military and members of the State police. Civil servants are paid and facilitated by the State through the State Budget or the Regional Budget annually. They get salary, honorarium, job allowance, performance allowance, incentives, and or other income according to the rules of law. In 2013 the budget for civil servant salary amounted to Rp 544.10 trillion, to Rp 617.90 trillion in 2014 ([http:// business.com](http://business.com)) Coverage 26/3522857/10 Oct 2016, 20:35).

The data presented are all state employees consisting of Civil Servants, members of the military, and Members of the Republic of Indonesia. The total number of Indonesian civil servants in 2013 is 4,362,805 people (1.73%) of the total population, consisting of men as many as 2,260,608 people and women as much as 2,102,197. The population in 2013 of 252,000,000 people means the ratio of the number of employees to the population is 1: 57,76 or one employee serving 57.76 person.

**Table 1.** Number of Civil Servants in Indonesia by Sex in 2013 and 2014

Gender	Year 2013 (Person)	Year 2014 (Person)
Male	2,260,608	2,288,631
Female	2,102,197	2,166,672
Total	4,362,805	4,455,303

Source: National Civil Service Agency, (2015) / (analysis)

The number increased in 2014, to 4,455,303 people (1.75%) of the total population, consisting of men as much as 2,288,631 people and women as much as 2,166,672 people, where the total population in 2014 was 254.9 million people. The ratio of employee to total population is 1: 57.21, where each employee serves 57.21 people. The percentage of total civil servants in Indonesia compared to the total population is 1.75%. This amount is smaller than Thailand (1.9%), Malaysia (3.7%), Singapore (2.5%), Philippines (2.9%) and Brunei Darussalam (11.4%) of total population (<https://finance.detik.com/news-economy-business>).

Of the total number of civil servants (Table 2), most are in the regions of 3,175,380 people or 72.78% of the total number of 4,362,805 employees, 295,621 (6.78%) provincial employees, while those in the central government 891,804 persons (20.44%). In 2014 the number of civil servants in districts / municipalities is 3,248,103 (72.90%), who work in Provincial government of 297,774 (6.68) and in the central government as much as 909,426 people (20.41%). There has been a change in the composition of the number of employees in the city districts compared to the provinces and central government, reaching 72.78% in 2013 to 72.90% in 2014 and spread over 415 districts and 93 cities. While at the provincial level, there is a decrease in the number from 6.78% in 2013 to 6.68% in 2014 spread over 34 provinces, and in the central government there is a decrease from 20.44% in 2013 to 20.41% in 2014 (National Civil Service Agency, 2015).

The percentage change is in line with the increase in the number of districts / municipalities so that by itself each district needs an increase in the number of employees in the districts of the city. An increase in the number of employees has implications for the increase in the burden of local budgets to finance civil service salaries. One of the Indonesian government's policies in limiting the amount of budgetary burden on civil servants is the moratorium on limiting the number of civil servants in the parent regions of the expansion areas, where the amount of personnel salary budget does not exceed 40% of the total Regional Revenue Budget. In order to improve the quality of public services in the regions, the improvement of the quality of human resources in urban districts is very urgent, especially in the group of middle-educated staff and diploma of elementary, junior high school, high school and diploma.

**Table 2.** Distribution of Civil Servants (PNS) in Central Government, Provincial and Regency / Municipal Governments, 2013 and 2014.

Working area	Year 2013		Year 2014	
	Total (Person)	%	Total (Person)	%
Central government	891,804	20.44	909,426	20.41
Provincial government	295,621	6.78	297,774	6.68
District / City Government	3,175,380	72.78	3,248,103	72.90
Total	436,2805	100.00	4,455,303	100.00

Source: National Civil Service Agency, 2015 (analysis)

The focus of attention on improving the quality of public sector human resources in the district / municipality through formal education to support the implementation of local government is preferred for primary school-educated personnel as much as 60.450 people (1.39%) in 2013 to 55.830 people (1.25%) in 2014 (92,626) in 2013, to 88.255 people (1.98%) in 2014, the level of secondary education is 1,242,045 persons (28.47%) in 2013, to 120, 2945 people (27.00%) in 2014. The number of employees who have Diploma II education is 58,5815 people (13,43) in 2013 to 503,077 people (11.29%) in 2014, while Diploma III 412735 people (9, 46%) in 2013, to 427,550 (9.60%) in 2014. While the undergraduate / master / doctor (S1 / S2S3) graduated 1,969,134 people (45.13%) in 2013, to 2,177.106 people (48.87% ) in 2014 (Table 3).

Table 3 shows an increase in the number of employees with Diploma III and Bachelor / Master / Doctorate degrees. This data shows the success of the government including local government in improving the quality of human resources through formal education for low-educated staff (elementary, junior high school, high school and diploma II) is decreasing in number from 2013 to 2014. Human resource quality improvement program through formal education conducted through educational assistance, in-service education with a scholarship system, subsidized tuition fees, providing higher education opportunities through equality exams from elementary to junior high school or from junior high to high school. While those with high school education and diploma are encouraged to continue higher education, when they become civil servants or continue their education in positions already working as civil servants.

**Table 3.** Distribution of Civil Affairs by Education Level 2013 and 2014

Description Of Education Level	Year 2013		Year 2014	
	Total (person)	%	Total (Person)	%
Elementary	60,450	1.39	55,830	1.25
Junior High School	92,626	2.12	88,255	1.98
High School	1,242,045	28.47	1,202,945	27.00
Diploma II	585,815	13.43	503,077	11.29
Diploma III	412,735	9.46	427,550	9.60
Bachelor, Master Doctorate	1,969,134	45.13	2,177,106	48.87
Total	4,362,805	100.00	4,454,763	100.00

Source: National Civil Service Agency, 2015 (analysis)

The structural positions of echelon I, II, III, IV and V are more dominated by men, therefore in the framework of gender equality, the provision of women's opportunities to occupy structural positions becomes more important, especially the strategic positions of echelon I and II, to meet the standards affirmation of at least 30% compared to men. Employees occupy general functional positions as much as 50.33%, and occupy certain functional positions as much as 37.70%, while those occupying fewer structural positions are 5.98%. The highest echelon position is echelon 4 of 4.20%, echelon III position is 1.38%, echelon II is 0.28% while echelon I is only 0.01% of total employees (Table 4).

**Table 4** :Distribution of Civil Servants according to group and level of position according to gender, Year 2014

Level/ group	Gender (Person)		Total (Person)	%
	Male	Female		
Specific Functional	933,297	139,5527	2,328,824	56.92
General Functional	1,138,896	675,727	1,138,896	27.84
structural	216,438	95,418	311,856	7.62
5 thEchelon	7,096	3,110	10,206	0.25
4 thEchelon	144,469	75,724	220,193	5.38
3 rdEchelon	52,682	14,163	66,845	1.63
2 ndEchelon	11,707	2,295	14,002	0.34
1 stEchelon	484	126	610	0.01
Total	2,505,069	1,586,363	4,091,432	100.00

Source: National Civil Service Agency, 2015 (analysis)

To strengthen the implementation of local governance, the improvement of the quality of human resources of public deposits is directed at: 1) Civil servants in district / municipal governments totaling 3,248,103 people (72.90%) in 2014, district / municipal governments have no strategy to improve the quality of structured and planned human resources: 2) Low-level civil servants from elementary school, junior high school, senior high school, Diploma II and Diploma III with number of 51.13% of total national employees, through formal education or training according to work needs; 3) Group of structural officials in order to fill the vacancy of echelon IV in the regions; 4) Functional officials as spearheads of community service, directly working with the community, are in the field, technical sector supervisors, teachers, doctors, nurses, medics, village midwives, agricultural and fishery extension workers, village counselors, village secretaries engaged in the management of village budgets and other functional officials, who receive less attention from the district government need to increase the intensity of improving the quality of their abilities.

Generally, training in the region today focuses on pre-service training for prospective civil servants, leadership education and training (leadership training level II, III, IV and V), intensively conducted in positions or preparatory positions of higher echelons than those in place ; 4) Improvement of quality specifically to female officers who have the potential to occupy strategic positions in the region that are echelon II and III in order to realize gender equality in the structure of government in the region, because at this time women have not get equal portion with men in position structural position in local government.

In the framework of improving the quality of public sector human resources, the types of education and training held by the government are pre-service training, job orientation, training of ranks or leadership for structural positions of echelon I, II, III, IV and V in the regions. Further education and professional training are provided to functional staff of teachers, midwives, nurses, extension workers (agriculture, forestry, fisheries, livestock) as a pioneer in providing public services and implement development in the region. Administrative technical training that is carried out is the technical guidance of village financial management, mentoring the management of the allocation of village funds and other professional training.

Direction, policy focus and strategy of improving the quality of public sector human resources in the region in supporting the implementation of local government, are presented in the following matrices.

Target Group	Choice of HR Quality Improvement Strategy
Certain Functional Personnel	<ul style="list-style-type: none"> <li>Granting permission to follow higher education (Diploma, Bachelor, Master, and Doctorate)</li> <li>Technical training, job mastery, mastery of information technology and functional training, professional education (military, medicine, lecturers, trainers)</li> </ul>
General Functional Position Groups	<ul style="list-style-type: none"> <li>Granting permission to follow higher education (Diploma, Bachelor, Master, and Doctorate) for those interested</li> <li>Technical training and functional training of extension workers,</li> </ul>
Structural Employee	<ul style="list-style-type: none"> <li>Granting permission to attend Diploma, Bachelor, Master and Doctoral education</li> <li>Technical administration and public relations guidance</li> <li>Technical guidance on local financial management</li> </ul>
5 thEchelon	<ul style="list-style-type: none"> <li>Granting permission to follow higher education (Bachelor, Master, and Doctorate);</li> <li>Leadership education and training for echelon V or abbreviated Leadership training at level V;</li> <li>Material standardized by the State Administration Institute through a learning module and developed by the Regional Research and Development Agency for Human Resources.</li> </ul>
4 thEchelon	<ul style="list-style-type: none"> <li>Granting permission to attend Master's degree, and Doctorate</li> <li>Leadership Education and Training Level IV</li> <li>Standardization material by State Administration Institution;</li> <li>Focus on governance, Actual Issues, Leadership Ethics, Emotional Intelligence, Development Concepts and Indicators Introduction and Measurement of Self Potential, Excellent Service, Integrated Working Pattern, Information Management and Reporting Techniques, Regional Autonomy, Communication Techniques, State Administration System, and Acquisition Decision</li> </ul>
3thEchelon	<ul style="list-style-type: none"> <li>Granting permission to attend Masters education, and Doctorate with cost subsidy pattern.</li> <li>Leadership training III Standardization material by State Administration Institution;</li> <li>Focus training materials: Change and innovation of the government; Training pattern, there are 5 stages of learning: 1) Diagnosis of Organizational Change Needs; 2) Taking Ownership; 3) Designing Change and Building Team; 4) Leadership Laboratory; and 5) Evaluation.</li> </ul>
2th Echelon	<ul style="list-style-type: none"> <li>Study permit to follow higher education (Masters and Doctorate) for those interested in the pattern of cost subsidy.</li> <li>Leadership Training II,</li> <li>Training materials standardized by the State Administration Institution</li> <li>Focus material: Paradigm Review: Learning Paradigm, Leadership, Development, Public Administration, Social Political Economy, Public Policy, Strategic Management; and Current Issues</li> </ul>
1th Echelon	<ul style="list-style-type: none"> <li>National Resilience Institute Education Course for 4 to 6 months</li> <li>Material by National Resilience Institute</li> <li>Focus on the Contemporary Strategic Environment (National and International), National Resilience and National Leadership; Universal Values And National Conceptions;</li> </ul>

Source: Quoted from various sources, analyzed, 2018.

In the civil service system in Indonesia, candidates for civil servants who have received the Decree of the deputy as Candidate Civil Servant Employee (80%) must follow the pre-service training as one of the requirements to be appointed as Civil Servant (100%). Basic Training is standardized by the National Resilience Institute and is given the opportunity to the Regional Training Board to modify in accordance with the conditions and needs of their respective regions. Leadership education and training materials for structural officials at every level, prepared by the State Administration in the form of modules containing materials, techniques / learning methods, evaluated at any time in accordance with the development of knowledge, information and technology and the needs of bureaucracy in Indonesia.

The Institute of State Administration as an institution is believed to be the guarantor of the quality of learning for leadership education and training in Indonesia, while the Regional Education and Training Agency is the technical organizer. The provision of material substance, carried out by functional personnel (trainers) in the local government environment. According to the National Resilience Institute (2015) learning materials in education and training for echelon I, II, III, IV and V leaders are always directed to five main agendas: 1) Self Mastery Agenda, 2) Diagnostic Reading agenda 3) Effective Team Agenda 4) Innovation agenda and 5) change project agenda.

The content of the training materials for each level varies according to the level of position, the level of responsibility faced after becoming an official. An employee who can attend the education and leadership slack is one who has held a position in an echelon, then is then required to attend leadership training. For example, the A has occupied the third echelon and has not attended the leadership training III, it is mandatory for the A to follow leadership training III after occupying the position, called the training in the office. Another pattern, the B, as the echelon III officer, he can participate in Leadership II Training in preparation to be promoted to echelon II, which requires a certificate of leadership training II.

Policies and strategies to improve the quality of state civil apparatus in the region are running normatively. Generally, improving the quality of human resources is done through formal education, leadership training and training, technical and functional training. Local government has not been proactive in formulating strategies to improve the quality of civil state apparatus according to the main duties and functions of civil servants. The choice of such strategy is related or influenced by:

First, the implementation of local government is always running normative, if there is no emphasis to make an action change then the local government will not do new things, the only difference is to run what is arranged. For example, leadership education and training for echelon II, III, IV and V, are implemented because they follow rules that require structural officials to have a leadership training certificate to approve a position. Regulations on placement in functional positions have not been consistently implemented in the region. There are no regulations that force local governments to fill certain structural positions such as service counters requiring certain skills, but only on the basis of diplomas. For example, a front office officer in a licensing service, or a health care worker in the Emergency Unit has not been strictly regulated. In addition, other functional positions, such as teachers, are governed by the central government, through the Teachers and Lecturers.

Secondly, technical matters, especially public services, have not received serious attention by local governments. This is related to the lack of information about the quality of public services known to the regional leaders. During this time, the issue of service quality is only a debate between patients or communities served by field officers or service counter officers. Understanding of leadership on the readiness of officers directly related to the community is less identified. The Leaders assume, employees are able to provide services, so the policy to improve the quality of employees less attention, resulting from information gaps between policy makers with lower level apparatus as a public servant;

*Thirdly*, the commitment of local authorities (local parliament members, the Governors, Regents, Mayors) is less concerned with public services, focusing only on programs and physical development projects. More budget allocation to build infrastructure, physical development, office, while improving the quality of civil servants lack the state portion. This can be seen from among others, many civil servants in the region (the case of Southeast Sulawesi, West Java, Lampung, North Sumatra) who continue their education in college to obtain Bachelor, Master or Doctor, self-help, not the pure cost of local government, whereas they work in local government.

Fourth, the availability of budget that supports the financing of the quality improvement of the State civil apparatus, especially the functional personnel who need a refresher because of the obsolescence of knowledge and skills as a result of the rapid development of science and technology. On the matter, employees require additional energy knowledge in connection with the widespread public demand for quality service in line with the democratization and parity responsiveness of providing services. In this context budgetary factors that are not available become an obstacle to choosing a more progressive strategy in improving the quality of public sector human.



*Fifth*; exchanging responsibilities; The authority of the management of state civil apparatus in the regions is the responsibility of the regional government, strengthened by the central government. Functional personnel in the education sector often assist the central government in relation to community empowerment. Even though the program is intertwined with regional development programs such as extension workers (agriculture, forestry, fisheries, family planning, health workers), but local governments are less concerned with improving the quality of the apparatus in their power posts. In such cases, local governments expect to receive budget allocations from the central government to improve the capacity of field extension workers, while the government assumes that the the civil service development in the regions is the authority of the district /city.

*Sixth*, local political support factors are weak, political actors are legislative members, and executive officers, busy taking care of themselves and their groups and parties. The debate in preparing and allocating the budget of regional income and expenditure every year. Political actors have not focused on improving the quality of the apparatus through formal education, technical training and profession, but they get allocations for benefits, salary, honorarium, travel, or recess funds. Such conditions, closing the local government space get budget allocations for improving the quality of the State Civil Apparatus (SCA).

### **3.2 Discussion**

Human Resource Development in public organizations in Indonesia, takes place formally through the processes and mechanisms of personnel administration in accordance with applicable rules. The principles of human resource management and personnel administration serve as guidelines for the development of public sector personnel or civil servants. Formalization of the quality of civil state apparatus that must be consistent, obedient to the process, following the procedures, following the rules and fulfilling the rules of rationality of civil service development, is done gradually starting from basic education or training, mid-level training, advanced training and advanced stage in accordance with the breadth responsibilities and hierarchy of office. Improving the quality of state civil apparatus (SCA) in the regions is done through the provision of opportunities for potential employees to occupy positions, promotions and rotation of positions in a more. Allowing employees to continue their education at universities (diplomas, colleges, universities), leadership training and education programs, functional training, professional upgrading in the field of duty, is an effort to encourage new competencies, experiences, and skills that benefit employees , and for the public organizations to which they are placed.

Training is done to meet the demands of the need for quality apparatus that can provide the best service, able to operationalize technology and quickly respond to the needs of the community in addition to the competence and work ability possessed. Similarly Gomes (2003: 204) said that the improvement of state civil service quality is intended to fill the knowledge gap, due to technological developments and the demand for behavior change in providing services in accordance with public demand. This is in harmony with Armstrong (2006) who says that improving the quality of human resources in the organization aims to ensure the organization has personnel who are able to realize organizational goals, and successfully reach the target performance.

The strategy of improving the quality of government civil apparatus conducted by the government, including by the local government is done through stages or rejection from the needs analysis, designing the training program and implementing and evaluating the implementation of the program and the results achieved. The practice of improving the quality of the apparatus through education and leadership exercises, or education and training for functional functionalities, is carried out in a similar fashion, consistent with what Gomes (2003) proposes from needs analysis, material development, methods and instruments, training program design, the implementation of training by a training committee of education and training, monitoring the training process, evaluating the program and training outcomes.

Program evaluation is conducted at the institution level by the central government regarding material relevance, learning methods, and organizational patterns. Increased leadership capacity in local government is carried out by the LAN (State Administration Institution) while evaluating the relevance of the training program and the materials and methods of learning for the functional personnel are evaluated by each related ministry. For example, the Ministry of Education and Culture is evaluating the policy of providing educational personnel in the case of teacher certification; The Ministry of Health evaluates the relevance of learning materials to improve the professionalism of doctors and health workers.

The pattern is in line with the views of Dessler (2004) that outlines the stages of education and training, namely: a) Needs analysis to find specific job skills in a section or field, analyzes the skills and needs of candidates to be trained, and develops measurable specialist knowledge and objectives training; b) designing instructions, guides and guides, deciding, compiling, and producing the content of training programs, including workbooks, exercises and activities in the form of learning modules; c) the validation stage of the training program by presenting it to some representative people. Cases in Indonesia are validated by the State

Administration Program for training related to leadership training and level II, III, IV and V); d) Implement the program that is to train targeted employees, including employees who are in accordance with their field of duty.

In some cases, there are aberrations (anomalies) in the process of developing and improving the quality of staff in local government organizations as reviewed by Dessler (2004). Ideally, those included in skills training or technical guidance are those who work in the appropriate field of training to be followed. For example, an ideal regional financial management training is followed by staff or employees working in the field of accounting or management of local financial administration. But the fact that the training is sent comes from another field, whose daily tasks are not to manage local finances. The reason is to prepare new personnel to be able to manage finances, not dependent on one person. Whereas the financial officers still need additional knowledge, skills and understanding in connection with changes in policy and guidance of new regional financial management set by the central government.

Steps of evaluation and follow-up, according to Dessler (2004) is done by management that assesses the success or failure of education and training programs. In Indonesia, the evaluation is conducted through several levels, and the level of involving several elements are: *First*, long-term evaluation: 1) Conducted at the program level by the relevant institutions (LAN and Ministry of related) to see program effectiveness, program benefits and material relevance of education programs training is linked to contemporary needs; 2) The impact evaluation of the program is conducted by the institution concerned with the program by the relevant institutions to support the policy argument, or the evaluation of the academicians as the subject of science study related to the program; *Second*, direct evaluation during the process of conducting education and training activities, namely: 1) During direct training, conducted by the instructor to measure knowledge change and ability (cognitive) before the training starts (pretest), and after the training (posttest); 2) evaluation of the implementation preparation and after the implementation process undertaken by the organizing committee.

Evaluation after implementation of actions a) conformity of materials submitted by the instructor; b) the timing of implementation; c) conformity of implementation methods; d) participants' anticipation; e) the attractiveness and competence of instructors; e) training benefits for participants. In addition, evaluation of the implementation by the organizing committee focused on the implementation process, the fulfillment of accommodation, consumption, completeness, adequacy of costs and target material targets and the suitability of time. Unfortunately, this is rarely a long-term evaluation of the impact of training received by employees on performance demonstrated after long tenure, comparing results or performance achieved before and after training and education. Generally evaluations are not for the benefit of improving the learning system through leadership education and training, managerial training, functional training, and technical guidance, but formalistic assessment as a promotional requirement through SCA performance measurement, and or as a basis for local payments of employee benefits begins to impose provision of regional performance allowances, which is only a formality. The choice of SCA quality improvement strategy is related to the strength of the weaknesses of opportunities and threats.

Internal factors that become factors that strengthen the determination of strategies to improve the quality of human resources Wexley and Yukl (1976: 282) covers all aspects within the organization of local government both controlled leaders and members of the organization. The commitment factor to realize the vision and mission of local government to become an internal force to determine the right strategy. To achieve the vision, missions, goals and objectives of local governance should be supported by strong SCA, competence, skills to formulate planning, development and evaluation of development programs.

Target clarity factors, availability of support resources, availability of executing officers, financial support into consideration of choosing the right strategy. Increasing human resources through formal education has been selected in several regions. Because through formal education to employees, it gives two advantages such as for the organization and for its own employees. 2) Personnel capacity factors, supportive systems, management that support the achievement of the Civil State Apparatus improvement targets become another factor that internally determines the selection of appropriate strategies to improve the quality of the Civil State Apparatus.

The availability of technology, supporting the organization's technical activities so that the choice to improve the quality of human resources has to do with mining technology. Ideally, employee quality improvement is in line with the needs of the application of information technology with digital systems in government administration, demanding openness, quick information access, responsiveness, accountability and a willingness to fulfill quality services to provide community satisfaction. The normative factor of thought among public officials in the regions is a decisive factor in choosing the right. Efforts to meet the quality of service standards according to Heidjrachman and Husnan (2000: 23) are factors for policy makers to have appropriate civil service quality patterns and models to meet the skills needs in each area of management and service duties within local government organizations. The quality of employees required by the organization is a competency requirement that must be fulfilled by an employee to complete his work according to the quality requirements. The fulfillment of qualitative requirements required in a position according to Dessler (2003: 476)

became the trigger for policy makers in the end in choosing the right strategy in improving the quality of civil apparatus working in local government organizations. Quality standards referred to in the framework of quality public services by Denhardt and Denhardt (2007) not only knowledge and skills of work, but also the attitude and behavior of work, reliability, responsiveness, understand the needs of society, quickly respond to problems and needs of society to be the basis in building and improve the quality of civilian apparatus of the country in the future.

#### **IV. Conclusion**

The strategy of improving the quality of civil state apparatus in supporting the implementation of local government is done through formal education and education and training. Implementation is done starting the process of identifying needs, analysis of the fit between the needs of the focus of quality development, designing training programs, program implementation and evaluation and career development through promotion.

The next step is to develop measurable knowledge, design training materials, implement programs, deliver materials through technical guidance, lectures, discussions, evaluation of success and ongoing evaluation results. The continuity of the process of improving the quality of employees through education and training followed by the promotion process, preparation of employee data bases related to guidance and professional development of employees on a continuous base.

Local governments do not yet have a quality and sustainable design of SCA quality improvement programs. Policies and commitments of national governments, political support in supporting the provision of budget for quality improvement is still limited. Payroll system reform through the provision of performance allowances to employees gives space to employees to improve their ability without having to expect from the leadership of the organization, because the additional budget can be used to finance the formal education that followed.

The weak cooperation between the central and regional governments, as well as the lack of political support from the central legislature (DPR RI) and regional legislatures (DPRD) to allocate budget for quality improvement and the ability of the State Civil Apparatus to make the executive subsequent employee quality improvement.

Where budgets are available for improving the quality of staff, local governments can creatively formulate appropriate strategies for improving the quality of SCA. Assistance to SCA quality improvement budgets is required for higher education, professional and functional training to enhance service capabilities or meet employee knowledge gaps resulting from rapid changes in information technology, which contribute to management practices in government organizations, including in the regions. Implementation of local government-based management systems online requires support for coaching and improvement of employee knowledge and skills in managing and utilizing technologists as instruments in providing public.

Things that affect the District / City Government have not set their own quality improvement strategies are: 1) Habit of waiting for the rules from the central government; 2) The awareness of low public services, has not received serious attention by local governments; 3) Commitment of local authorities (Governors, Regents, Mayors) is less concerned with public services; 4) Weak local political support in which political actors (local legislative members and executive officers, busy taking care of themselves, their groups and parties, make the program of improving the quality of human resources being neglected.

#### **References**

- [1]. Ambert, Anne Mario. 1995. "Understanding and Evaluating Qualitative Research". Journal of Marriage and Family. Marriage: November 1995.
- [2]. Armstrong, Michael. 1990. Manajemen Sumber Daya Manusia (Alih bahasa Ali Sofjan dan Haryanto). Jakarta: Elex Media Komputindo.
- [3]. Bake, Jamal. 2011. Desentralisasi dan Otonomi Daerah Pasca Reformasi di Indonesia; Konsep, Fakta Empiris dan Rekomendasi ke Depan. Makalah disampaikan pada Seminar dan Lokakarya Desain Tata Kelola Pemerintahan Provinsi Sulawesi Tenggara, tanggal 11 Maret 2011.
- [4]. Burma, Zehra Alakoç. 2014. Human Resource Management and Its Importance for Today's Organizations; International Journal of Education and Social Science, Vol. 1 No. 2; September 2014
- [5]. Cresswell, John. W, 1994, Research Design – Quantitative & Qualitative Approaches, Sage Publications.
- [6]. Denhardt, Janet V. and Denhardt, Robert B, 2007. The New Public Service; serving, Not Steering; Expanded Edition; M.E. Sharpe Armonk, New York. London, England.
- [7]. Dessler, Gary; 2011 Human Resource Management. Pearson, Publisher. [https://books.google.co.id/books/about/Human\\_Resource\\_Management.html](https://books.google.co.id/books/about/Human_Resource_Management.html)
- [8]. Doherty, Tony L. and Terry Horne, 2002. Managing Public Services: Implementing Changes – A Thoughtful Approach. First Published, London: Routledge.
- [9]. Drucker, Peter, 1997. Organisasi Masa Depan, (Alih Bahasa Achmad Kemal), Jakarta : Penerbit Elex Media Komputindo Kelompok Gramedia.
- [10]. Dwidjowijoto, Riant N. 2000, Organisasi Publik Masa Depan, Jakarta : Penerbit PerPod.
- [11]. Dwiyanto, Agus, 2002. Reformasi Birokrasi Publik di Indonesia. Pusat Studi Kependudukan dan Kebijakan, Universitas Gajah Mada, Yogyakarta.

- [12]. George, Jennifer M and Gareth R.Jones, 2005.*Understanding and Managing Ogranizational Behavior*, fourth Edition, New Jersey: Pearson Education, Inc.;
- [13]. Gibb, Stephen, 2006. Human Resource Development; Edinburgh Business School Heriot-Watt University; Edinburgh 'EH14 4AS ; United Kingdom , First Published in Great Britain.
- [14]. Gibson. dkk. 2003. *Organizations :Behavior Structure Processes*. Eleventh Edition. New York :McGraw Hill.
- [15]. Gomes, Faustino, Cardoso, 2003. *Manajemen Sumber Daya Manusia*. Yogyakarta: Penerbit Andi.
- [16]. Hasibuan, Malayu Sp. 2013. *Manajemen Sumber Daya Manusia. Edisi Revisi, Cetakan Ke Tujuh*. Jakarta : Bumi Aksara.
- [17]. Henny S, Monica. 2015. *Peran Pengembangan Sumber Daya Manusia Dan Organisasi Dalam Kediklatan; Pusdiklat Tenaga Teknis Pendidikan dan Keagamaan* [http:// bdkpadang .kemenag.go.id/index](http://bdkpadang.kemenag.go.id/index)
- [18]. JawaPos, 30 November 2006, *Penyimpangan Keuangan Daerah* .<http://www.jawapos.com/index.php?act=detailc&id=259100>
- [19]. Kasim, Azhar, 2006, *Pengukuran Efektivitas Organisasi*, Jakarta : LPFE Universitas Indonesia
- [20]. Keban, Yermias T, 2008, *Enam Dimensi Strategi Administrasi Publik: Konsep, Teori, dan Isu, Edisi Kedua*. Cetakan Pertama. Yogyakarta: Penerbit Gaya Media
- [21]. Lembaga Administrasi Negara Republik Indonesia dan Departemen Dalam Negeri, 2007. *Modul 2 Pengembangan Sumber Daya Manusia Pegawai Negeri Sipil*, Diklat Teknis Manajemen Sumber Daya Manusia., Jakarta.
- [22]. Laurence, I. *Social Research Methods: Qualitative and Quantitative Approaches*, University of Wisconsin at Whitewater, Singapore, 1999.
- [23]. Lubis, S.B. Haridan Huseini, Martani. 2006. *Teori Organisasi (Suatu Pendekatan Makro)*, Jakarta : PAUIS-UI University Press.
- [24]. Malayu, Hasibuan, 2007 *Manajemen Sumber Daya Manusia*, Jakarta: Bumi Aksara
- [25]. Mangkunegara, A.A Anwar Prabu. 2006. *Perencanaan dan Pengembangan SDM*. Bandung, Refika Aditama.
- [26]. Mathis L Robert, John.H. Jackson. 2002. *Sumber Daya Manusia*. Jakarta : PT.Salemba Empat.
- [27]. Mondy , and Noe, (1993). *Human Resource Management* , United States of America : A Division of Simon & Schuster, Inc.
- [28]. Mulyana, Deddy, 2003, *Metodologi Penelitian Kualitatif – Paradigma Baru Ilmu Komunikasi dan Ilmu Sosial Lainnya*, Bandung : PT. Remaja Rosdakarya
- [29]. Nutt, Paul C, dan Robert W. Backoff, 1992, *Strategic Management of Publik and Third Sektor Organizations (A Handbook for Leaders)*, San Fransisco : Jossey-Bass Publishers.
- [30]. Osborne, David and Ted Gaebler; 1993. *Reinventing Government; The Five Strategies for Reinventing Government*. Published by Plume.
- [31]. Palan, R. 2007. *Competence Management-A Guide (Competency Management)*, Teknik Mengimplementasikan Manajemen SDM Berbasis Kompetensi untuk Meningkatkan Daya Saing Organisasi). Penerjemah: Octa Melia Jalal. Jakarta: PPM
- [32]. Parasuraman, L, Valarie. A Zeithaml, Leonard A. Berry, 1990, *Delivering Quality Service: Balancing Customer Perception and Expectation*, New York, The Free Press Advision of Mac Millan Inc.
- [33]. Robbins, Stephen P, 2003, *Organization Behavior*, 9th edition (Perilaku Organisasi, edisi ke 9), edisi Indonesia. Alih Bahasa Tim INDEKS, Jakarta: PT. INDEKS Kelompok GRAMEDIA.
- [34]. Romney and Steinbart, P. 2003. *Accounting Information System (9 th ed.)*, Internasional edition, New Jersey: Upper Saddle River, Prentice Hall.
- [35]. Rondinelly, Dennis A, Jhon R. Nellis and Shabbir Cheema, 1983. *Decentration in Development Countrie: Riniew of Recent Experince*, Washinton DC: Ward Staff Working Paper
- [36]. Rubin, Irene S. 2000. *The Politices of Publik Budgeting: Getting and Spending Borrowing and Balancing*, New York: Chatham House Publisher.
- [37]. Sedarmayanti. 2009. *Sumber Daya Manusia dan Produktivitas Kerja*; Bandung: Mandarmaju.
- [38]. Sinambela, dkk, 2006. *Reformasi Pelayanan Publik: Teori, Kebijakan, dan Implentasi*, Jakarta: PT. Bumi Aksara.
- [39]. Sondang Siagian P, 2006. *Manajemen Sumber Daya Manusia*. Jakarta: Bumi Aksara
- [40]. Taliziduhu Ndraha, 2002 *Teori Pengembangan Sumber Daya Manusia*, Jakarta: PT Rineka Cipta
- [41]. Undang-Undang Nomor 32 Tahun 2004 tentang Pemerintahan Daerah; Law Number 32 Year 2004 regarding Regional Government.
- [42]. Vincent, J. R., A. Jean, D. Giovanna, M. Adriani, R. Vivianti and W. Thomas, 2002. *Publik Environmental Expenditure in Indonesia*, Bullentin of Indonesian Economic, 35 (1).
- [43]. Wexley, K.N., & Yukl, G. (1977). *Organizational Behavior and Personnel Psychology* . Richard D. Irwin: Home wood, Illinois
- [44]. Wilson, T.D. 1999. "Models In Information Behavior Research", *Journal of Documentation*, Vol. 55 Issue: 3, pp.249-270, On line Journal

IOSR Journal of Business and Management (IOSR-JBM) is UGC approved Journal with Sl. No. 4481, Journal no. 46879.

Jamal Bake "Analysis of Quality Improvement Strategy of State Civil Apparatus to Support Local Government in Indonesia." *IOSR Journal of Business and Management (IOSR-JBM)* 20.8 (2018): 29-40.