

Apparatus Resources Development Model to Improve Public Service Quality in Indonesia

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ABSTRACT

There are only about 5 percent of civil servants in Indonesia at present are considered to be qualified, while 95 percent were still low. This is an interesting condition studied. This phenomenon leads two questions: (1) what is the program to improve the performance of the apparatus? (2) How is the model applied in an effort to improve the quality of service, so it has a competitive edge? To answer the question, is conducted research on five private colleges in XI the region of Kalimantan. Using a qualitative approach to data analysis and an interactive model, the study results: (1) There are two programs to improve the performance of the apparatus, namely: (a) through education and training, and (b) through mutation, rotation, and promotion. (2) Any model will only be effective if attention to "work maturity" and "psychological maturity" apparatus.

Keywords: *Development of personnel resources, public bureaucracies, public services*

INTRODUCTION

Professional bureaucracies require a high level of expertise of its personnel in carrying out the work. Professional bureaucracy is a bureaucracy that can do specialized tasks, and require less supervision of management. However, in many organizations in Indonesia, there are still many organizations who have not mastered the fine line of work. In addition, in carrying out of work is still required high surveillance. Therefore, the development of apparatus resources into a condition is needed, both individual capacity and managerial skills, and to create a professional bureaucracy.

To achieve the objectives of resource personnel development, the public organizations need support from other public organizations in order to develop its resource. The role can be implementing or providing education and training funds to provide education and training and other forms of the other roles that allow the development of the capacity of personnel resources. In the context of this study, the role of other organizations may come from the Ministry of National Education, in particular the Directorate General of Higher Education, Local Government and private colleges under the auspices of Private Higher Education Coordinator (*Kopertis*) Region XI Kalimantan

To improve the quality of service to the community and to reduce high cost economy, improve efficiency, productivity and effectiveness, the development of the resources of local government officials is a necessary condition that must be met Indonesia if it wants to survive and thrive and win the competition in the global era like today's increasingly competitive. Resource development government officials or the public bureaucracy can be done through various ways, including through education and training. According Subarsono [1], the public bureaucracy needs to revitalize itself in order to organize public services in a democratic, efficient, responsive and non-partisan. If the public bureaucracy cannot hold the quality of public services, the public bureaucracy will be abandoned by the citizens of the user or will lead to complaints and protests from service users. If so, then the public bureaucracy has failed in its mission to provide quality service and satisfy the user community. Poor public service bureaucracy also affects the wider interest for investment in the area, because investors always want a quality service.

Increase the quality of apparatus resources are likely to impact on improving the quality of service to the community. But in fact there is a gap between the empirical apparatus resource development efforts with the quality of public service quality. In other words, there are still obstacles in the development of qualified personnel resources. It is characterized by the low quality of personnel resources, especially at the local government. In addition, the service was found that the state apparatus is convoluted, slow and often an additional cost beyond the official fee. Jawa Pos National Network (JPNN) report [2] reveal of approximately 4,572,113 civil servants there are only about 5 percent was considered high quality category while 95 percent were still low. Studies conducted Thoha [3]; identify any barriers regarding the development of personnel resources. This has created a crisis of public confidence in government officials or the public bureaucracy. According Dwiyanto, et al. [4], *the crisis of public confidence in the bureaucracy is very easy to understand because of the public bureaucracy has been the effective instrument for rulers to maintain power*. Public bureaucracy, both civilian and military, since the New Order has established itself more as a ruler rather than a

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public servant. Interests tend to be the central authority of life and behaviour of public bureaucracies. This is reflected in public policy process, where the interests of rulers have always been the dominant criterion and often displace the public interest when they do not go together. Opportunity and the space owned by the community to participate in public policy formulation process is very limited. As a result, many public policy and government programs those are not responsive and fail for not getting the support from the community.

Based on these issues, the urgency of resource development conducted by professional personnel in the implementation process becomes very important. Urgency resource development personnel in improving the quality of public services are what have prompted researchers to conduct this research. In addition, this study is directed to review the personnel development efforts undertaken in order to improve the quality of local public services. Although the scope of this study is micro (the study of local government officials), but the contribution to the development of theoretical and practical purposes is not expected to be reduced.

MATERIALS AND METHODS

This study used a qualitative approach. The focus of this research, namely: (1) program development apparatus resources, and (2) development model of an ideal apparatus resource for improving the quality of public services. The subjects of this study are the apparatus in Private Higher Education Coordinator (*Kopertis*) Region XI, consisting of staff and faculty. The selection of data sources or informants tailored to the needs of the information to be obtained, with the Region XI Coordinator *Kopertis* as key informants. To obtain accurate information conducted in-depth interviews and observations.

Researchers conducted interviews on the leaders and staff from five of Private Higher Education, which was chosen as the study sample, i.e.

1. University of 17 Agustus 1945 (UNTAG), Samarinda
2. University of Islam Kalimantan (UNISKA) Muhammad Arsyad Al Banjary Banjarmasin
3. University of Balikpapan (UNIBA), Balikpapan
4. University of Kukar (UNIKARTA), Tenggarong
5. School of Management Sciences Indonesia, Samarinda

The process of data analysis in this study follows the model of Interactive Data Analysis of the Miles and Huberman [5]. Analyses were performed continuously during field data collection, to data collection is completed. This analysis includes several activities, i.e. check the data, grouping data, discover what is important according to the focus of research and study and decide what will be reported.

RESULTS AND DISCUSSION

Kopertis Kalimantan Region XI has assets valued at 26.334 billion, consisting of land, office building equipment, machinery, roads and bridges, and networks. With an area of 26 328 m², all built by *Kopertis* XI without the help of local government. *Kopertis* Region XI supervises South Kalimantan, West Kalimantan, East Kalimantan and Central Kalimantan province, with a total of 167 private universities. However, only 159 are active, with 431 departments. Of the 431 departments, only 150 department, or 34.80 percent has been accredited by National Accreditation Board for Higher Education (BAN-PT)

The load factor of *Kopertis* Region XI can be measured by the number of lecturer and students. Number of lecturers are 1783. 20.86 percent with government civil servants (PNS) status, 79.14 percent from private university foundation. The number of lecturers with functional positions, professor, still very slightly, well neither on the group PNS lecturer nor on the group lecturers the foundation. 1411 lecturer from private university foundation, there are only 5 professors, or just 0.35 percent. Mean while on the lecturer from government civil servants, from 372 lecturers, there are only 8 professor, or 2.15 percent. These shows the functional positions in private university in *Kopertis* Region IX are lower than Government University.

Based on the above data, it can be said, if the lecturer performance is measured of functional positions, so lecturer performance is generally low. This is because, to occupy a functional position, they must have credit points collected in the field of education, research, and community service and support activities. Most of the lecturers have an Assistant Expert functional position, as many as 1187 lecturer from a total of 1783 lecturer, or 66.57 percent. This indicates that they are less of experience as a lecturer or new lecturer

The above conditions are faced with a lot of students. Total student in *Kopertis* Region XI as much as 72.020. 34.98 percent or 25.195 students live at East Kalimantan. Based on data from *Kopertis* Region XI, it can be seen that the average number of students for each program of study is relatively a lot, but if the amount is divided by the number of classes, then it can be predicted very minimum amount, if there are eight classes for each program of study, because there are 8 semesters (4 classes in odd semesters and four classes in the second semester). However, because it cannot be accepted on the number of students per class, so accurate figures cannot be presented in the report. Prediction rate can be calculated by dividing the average number of students in each program of study with 8 classes, you will get the numbers forecast for the number of students in each

class. For example, for the university, the average number of students on each course is 137 students. Then figure the average estimated number of students in each class lectures are about 17 students. Of course these figures may not be exactly like the facts, because only a guesstimate. However, it can be said that there are relatively few number of students for each class lecture, when compared with national standards as much as 20-40 students in each class.

The faculty and student ratio is 1:10. Although UNTAG Samarinda and UnikartaTenggarong, that is: 1:12. The more students, the more the number of classes needed. The impact is more lecturer needs. For private college lecturer, the appointment of a lecturer is influenced by the needs of private university. But the empirical studies conducted, there are private universities, the number of lecturer is many, but the number of students is small. These conditions have an impact on the quality of private universities.

In addition to faculty and student ratio, number of study programs is one indication of the development of a university. The number of program study indicates more interest to choose the university or program. Conversely, the less there is a course or courses that are closed, and then the interest to the program of study in college is low.

However, the above conditions are not the only factor indicator of private colleges. Accreditation of a university or college also shows the quality of teaching and learning process, and will affect the interests of prospective students to select it.

Based on the documents studied, none of the private colleges in *Kopertis* Region XI has accreditation A. In fact there are several colleges that have not been accredited. It is a burden to *Kopertis* Region XI, and also for private universities concerned to immediately take care of college accreditation status. If not been done, then the alumni of the college will not receive recognition from the society or the labour-receiving agency.

Based on the above description of the research object, the following presented assessments for the program development apparatus resources.

(1) Program development apparatus resources

How far apparatus resource development programs in *Kopertis* Region XI, researchers examined macro programs and activities to be achieved *Kopertis* Region XI in the next five-year period (2008-2013). Macro assessment is based on the grounds that the development of apparatus resources within an organization does not stand alone, but depends on the success of the program and other activities within the organization. Reference used is the Strategic Plan Ministry of National Education which is the basis and guideline for unit Echelon I, II, and the Technical Unit in the Ministry of National Education, and as a reference for SKPD Education in the Province and Regency / City in compiling: (1) Strategic Plan, (2) Work Plan, (3) The plan or cross-sectoral development programs in education, (4) coordination of planning and controlling the scope of the national education development activities, (5) annual reports, and (6) Agency performance Accountability report government (performance reports).

Development of apparatus resource capacity through education and training in the form of structural implemented employee participation in a variety of structural types of training, namely: General Administration (such as: ADUM, SPAMA, SPALA), and Leadership Training (II, III). In addition, it also includes training apparatus in non-structural, i.e.: treasurer Training, and administrative Training. The result, as many as 19 employees have attended various training forms of non-structural and structural organized by various government agencies.

In addition, human resource developments in *Kopertis* Region XI, not only through formal education and training mechanisms, but also through the implementation of apparatus policies that support the improvement of apparatus skills for his job. The strategy takes the form of apparatus in order to know the orientation of the working environment at the work unit to another, as well as provide motivation in the execution of the work.

Strategy of capacity building through the provision of advanced study opportunities, mutation and rotation strategies are carried out on target, it helps expand the horizons of employees to a new dimension of his work, and assist them in the execution of daily tasks. In applying new knowledge and skills in the new unit, which may impact on the maturity in terms of mastery of work and psychological or mental maturity in the face of changes in the organization, whether caused by internal policy changes and pressures from the environment outside the organization.

Based on interviews and secondary data relating to resource development efforts apparatus, the researchers were able to reduce to a few key points as an in-depth description as follows:

1. Region XI *Kopertis* institution that has made various efforts to increase the ability of the apparatus, especially the administrative staff by providing opportunities and follow-up study of various types of education and training of non-structural and structural;
2. That organization to benefit from education and training for the better execution of work, and employees can adjust to the changes occurring in the organization so that no horizontal conflict (between fellow employees, as well as vertical conflicts (superior-subordinate));

3. Administrative staff felt the benefits of their participation in various types of education and training as well as benefit from the implementation of job rotation policy, which implemented in helping shape their careers, helping the implementation of daily work, and provide motivation in carrying out the work;
4. The main obstacle in increasing the capacity of officials in Region XI *Kopertis* Kalimantan is the interest of employees, the existing supply, and available budget.

In addition, other steps that can be done are through a reorientation of career management, which can be interpreted as a means of developing staff skills, particularly in the leadership level. This could include career management, mutations horizontal, vertical or diagonal. Among the private companies developing the ability of the system is implemented through a management career organized so that an employee can mature into the head section, if he had served in the subsection head office.

Target the development of apparatus, according Prabumangkunegara [6], can be seen from three dimensions, namely: (a) dimensions of organizational goals, (b) the dimensions of individual goals, and (c) the dimensions of personal, human relationships, and implementation of policies. Development officials in the dimensions of the target organization's objectives include the following: (1) improving the knowledge and skills at all levels of the organization, (2) improving employee morale, (3) improve the relationship between superior and subordinates, (4) helping employees to adjust to the changes that exist, (5) develop a sense of responsibility in line with the competence and knowledge capabilities, and (6) assist in the development of skills, leadership, motivation, loyalty, better attitudes, and other aspects.

Individual dimensions of resource development personnel, covering the following aspects: (1) assist individuals in making better decisions and effective problem solving, (2) internalization of aspects of motivation, responsibility and achievement in the individual; (3) direct the individual to personal goals while improving interaction skills, (4) develop a spirit to want to learn, and (5) to help reduce the fear or worry in trying to perform a new task or job.

The dimensions of personal, human relationships in the development and implementation of personnel policies, include the following: (1) improve communication between groups and between individuals, (2) assist in the orientation for new employees and to get a new job through the rotation and mutation, (3) to improve cross-personal relationship skills, (4) develop policies, rules, and regulations that the organization can be exercised, and (5) provides a good environment for learning, growing, and coordinate.

The third dimension seems to be achieved through the provision of sample opportunities to the administrative personnel and educational personnel to participate in training. Data on the interview shows that there are benefits perceived by the organization, the administrative staff (the dimensions of individual goals), and the dimensions of personal, human relationships, and implementation of policies.

(2) Development model of apparatus resource

Resource development aims to prepare staff personnel who have the maturity of the job or task and psychiatric or psychological maturity. According to Hersey and Blanchard [7] the maturity of the job (Job's Maturity) associated with a person's ability to Performa specific job to job, while the maturity of psychological or psychiatric (psychological maturity) associated with the maturity of a person in terms of willingness or motivation to do something.

In government organizations (public) development of personnel resources that aim to improve the maturity of the jobs (behaviour discipline) and psychological maturity (ability and willingness to perform) will be related to behavioural style of leadership. Suppose that in terms of maturity of the work, the discipline is very low when the behaviour of the right style is high task-high relationship, being at very high discipline the behaviour of the right style is low task-low relationship that will discipline the behaviour associated with the maturity of the individual in charge. The higher the value of one's discipline will be the higher level of maturity in the task and the more smoothly the process of achieving organizational goals.

Also in terms of skills and the willingness of someone in the higher achievers will someone, the higher the maturity of psychiatric (psychological maturity) and delegated style would be appropriate. One's psychological maturity level is high, indicated by the higher a person's willingness, which in the end be easier to move, to motivate employee behaviour. Thus in order to develop the resources necessary apparatus relating to the efforts of education and training policy to be pursued, implementation and obstacles that occur, as well as the solution path, with emphasis on the maturity labour which includes the work of maturity and psychological maturity. All of them were intended to create the resource personnel who have a high capacity in order to provide quality public services.

Based on previous data on the relevance between the developments of apparatus resources, the result can be described in empirical model as follows:

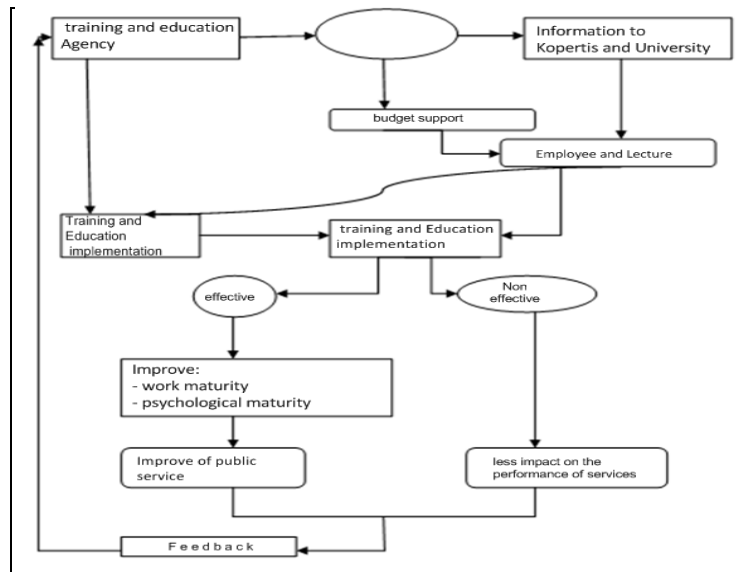


Figure 1: Empirical model of apparatus development

Development resource in *Kopertis* Region XI is not maintained in a good plan, although the available budget planning budget allocations for education and training activities. That is, there is no plan that includes identification of training needs and technical requirements or employee conceptual what type is required. Followed by education and training of employees is generally based on the information they obtain from the Directorate of Higher Education, then the employee and / or lecturer *Kopertis* register their participation in these activities. After that they submit their budgets to *Kopertis* for the event. Therefore, activities of education and training determined more by the initiative of the participants (employees and teachers) to follow or not follow it. Yet to achieve this goal the creation of quality personnel resources capable of carrying out the work according to the changing demands of education and training is needed that is able to transform the four main dimensions, namely: knowledge, spiritual, mental, and physical aspects. As said by Mustopadidjaja [8]:

the state apparatus of education and training is a process of transformation of human resource quality of the state apparatus that touches four main dimensions: the dimension of knowledge, spiritual, mental and physical are directed at the quality changes of the four dimensions of human resource personnel the country and aimed at the realization of the figure of the state apparatus that has identity as servants of the Republic of Indonesia, civil servants and the community with commitment, integrity and high professional skills in the task of government agencies, in providing services to the community, in carrying out the mandate of the nation struggle to realize dreams state goals and objectives, institutional roles that suitable to civil servants in the administrative system of the Republic of Indonesia.

Therefore, education and training within an organization as a resource development efforts apparatus is a cycle that must be continuous. This occurs because the organization had to evolve to anticipate changes outside the organization. Therefore, the ability of the organization's personnel resources must be continuously improved in accordance with the progress and development organizations today.

The advantages of empirical models are as follows:

1. Lecturers and / or employees are free to choose his participation on a particular type of training that is felt appropriate to the needs or desires;
2. *Kopertis* do not need to provide a budget in a certain amount, but depending on budget availability.

While the weakness of the model is as follows:

1. Because participation in the Training depends on the information provided by the Directorate of Higher Education to be distributed by *Kopertis*, so often the case participants did not know or find out too late;
2. Limited budget so the number of participants that can be funded by *Kopertis* also limited;
3. Most likely type of training that followed did not fit the needs of employees or the organization, especially if participation in training is based on the appointment, and therefore the training that followed are often ineffective in the growing maturity of the job and psychological maturity.

Based on the strengths and weaknesses, the researchers suggest a model of resource development and personnel are more aware of the identification *Kopertis* needs, both for organizational development needs and the needs of developing PTS *Kopertis* built. The first stage should be done by *Kopertis* is to identify training

needs in accordance with the organization's resource needs and the needs of resource development Kopertis built *Kopertis* PTS. Then *Kopertis* training planning, including budget planning, so it can be incorporated into the *Kopertis* budget. On that ground, *Kopertis* can determine objectively and selectively Training participants who will follow them. Schematically, resource development model based on efforts to improve public services can be described as follows.

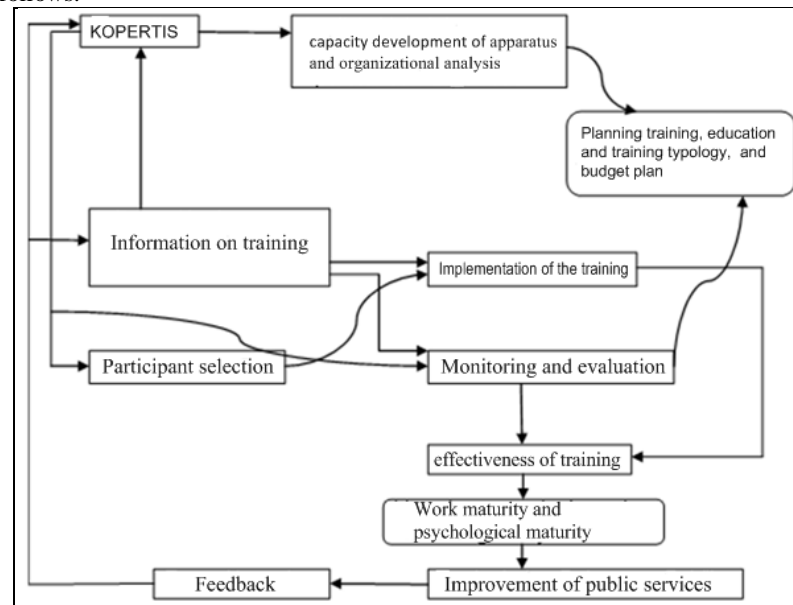


Figure 2: Exciting model of apparatus development

In the model Exciting should make plans about training to be carried out and / or followed by employees and lecturers in *Kopertis* environment. The plan is based on the identification and analysis of resource development needs to be done *Kopertis* apparatus, and includes the planning of the type of training, number of personnel who will be the participants, and the budget plan must be provided. Planning education and training, both in the types of training and the budget plan is very important to do, this is because the ability of an organization in developing the capacity of apparatus is very dependent on the ability of financial and organizational conditions are concerned. Weak organizations will greatly affect the ability of the organizations concerned in responding to the needs of the ever-changing. Administrative capability of an organization will be largely determined by the quality of apparatus and personnel quality will be obtained if there is a well-planned training, and supported by an adequate budget.

In the model, described the training that followed not only are carried out by the Directorate of Higher Education, but also training organized by other institutions, all relevant to the needs *Kopertis*. Participants (employees and / or faculty) who will follow the training must be selected and not on the basis of the designation by the employer. Thus, there is the atmosphere of competitiveness to be a participant training. In addition, *Kopertis* organization providing career options for employees so as to develop professionalism in the work. As stated by Widjaja [9], that program development abilities and skills of their employees or officials will be run effectively if supported by the expansion of career options for civil servants and is intended for professional needs in a broad sense to civil servants. Thus, education and training programs are expected to be able to:

1. provide knowledge and skills to improve performance;
2. prepare employees to deal with increasing responsibility in the fulfilment of society's growing demand in the future;
3. provide professional technical training that is ongoing in order to avoid obsolescence of knowledge or skill;
4. prepare civil servants to be ready and responsive in implementing the reorganization, change of mission and administrative initiatives in accordance with the progress of development;
5. Develop a workforce that is focused on managerial skills identified as a something that is essential for effective performance in supervisor level, middle level managerial and executive levels.

To examine the effectiveness of training required monitoring and evaluation of training, means that participants in training activities must be "supervised" and evaluated, for example by filling a questionnaire that contains: perceptions of training material, training benefits, and so forth. Thus, the head of the organization can

find out, whether the training is followed by useful or not perceived by participants. The next is expected in the execution of daily work to improve the performance of employees and faculty is concerned. Excess of the recommended models are as follows:

1. Training conducted in a planned and followed by administrative and / or lecturer at *Kopertis* environment;
2. There is certainty about the financing of the budget;
3. Through monitoring and evaluating can be known the effectiveness of training undertaken;
4. Training is followed not only which is organized by the Directorate General of Higher Education but also by other institutions.

CONCLUSION

1. The development of the capacity of the apparatus by *Kopertis* Region XI, is done through education and training; pathway mutation, rotation and promotion. *Kopertis* who has given extensive opportunities to develop the capacity of the apparatus itself through various types of education and training which have an impact on career advancement and motivation in the work, as well as beneficial in the achievement of organizational goals. Further variations of the strategy in developing the capacity of the apparatus can create maturity in the work (Job's Maturity) & maturation of psychological / psychiatric (psychological maturity) apparatus.
2. Satisfaction of acceptable services is largely determined by the synergy between service providers with service users in the interaction of service activities, the consistency of application of the dimensions of service quality. *Kopertis* service given in the form: (1) infrastructure support services and facilities, (2) the assistance of education, (3) service to students, and (4) administrative and information services. Administration and information services are a major service, or the most widely available. Furthermore the distance between the locations of the Office *Kopertis* PTS, means of communication (internet), the level of understanding of the task, and the availability of the budget affecting the service process.
3. The development of apparatus resources through education and training has an impact on improving the capabilities in completing their daily work, and in improving the morale and confidence of employees while providing a quality service. Quality of service is determined by the interaction of motivation in providing services and employee confidence.
4. Model development apparatus resources can be realized to improve the quality of public services through education and training. A type of education and training (training) will effectively create jobs and maturity of spiritual maturity of participants, if the implementation of the training is done in a planned manner based on the analysis of the needs of the institution, supported by an adequate budget, there is a monitoring and evaluation activities, and there is an objective selection and selective of participants who will follow the training.

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