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Abstract

One of the problems faced by new autonomous regions is low institutional capacity and poor quality of apparatus resources, portraits of apparatus resource management performance still indicate that conditions are not yet optimal. The government apparatus still given "label" lazy and slow in giving the service and so on (Efendi, 2011). The method used in this study was descriptive qualitative, the location of this study was in Pesawaran and Pringsewu. The data collection techniques were conducted through interviews, documentation, obfuscation and FGD. Data analysis technique was done by reduction, data display and conclusion. The validity technique was done by negative case analysis and triangulation.

The conclusions of this study were that the efforts to improve the capacity of human resources, especially the government apparatus, through coaching and development in the form of upgrading, training and others had long been done in Pesawaran but the results could only be seen quantitatively and still difficult to see qualitatively. The efforts were done through education and training, establishing cooperation institutions in Pesawaran both in Lampung and outside Lampung.

The suggestions are: (i) The Government should be more proactive and creative in establishing cooperation with Regency/City/Province, both in Lampung and outside Lampung (ii) It is necessary to develop complete normative material on the aspects of innovative government assessment (inter-regional cooperation policy through the enhancement/capacity building of the apparatus in order to make this Regulation The legal basis for the implementation of innovative government model in New Autonomous Region (DOB).

Keywords : *Policy; Capacity Building; Apparatus Resources; New Autonomous Regions; Optimal Service;*

1. Background of the Subject

The essence of the implementation of regional autonomy is the existence of the local government's flexibility to organize self government based on initiative, creativity and active role of the community in order to develop and promote the region. Apparatus resources are a strategic element in determining the productivity of an organization's work. Capacity development of local government apparatus resources is done in order to provide maximum results in the field of public services in accordance with the objectives and targets of regional autonomy and the needs of organizational work demands in the region. One of the consequences of enactment of regional autonomy policy is the formation of new autonomous regions (DOB). DOB among others, aims to: (1) Improve service to the community (2) Shorten the range of government management and development to be more effective, (3) For community empowerment process by cultivating initiative,

creativity and innovation in development (4) Foster the democratic process of society. Successful implementation of regional autonomy depends on the competence of local government apparatus itself, in this case is knowledge and skill.

One of the problems faced by new autonomous regions is low institutional capacity and poor quality of apparatus resources, portraits of apparatus resource management performance still indicate that conditions are not yet optimal; Government apparatus is still given "label" lazy, like slow service and so on (Sofian Efendi, 2011). The team's (2013) study of Pesawaran as DOB in which the institutional capacity and capacity of the apparatus resources was still low, both in terms of education and discipline, the number of employees who had not been able to complete the task well/slowly because of the lack of Apparatus that have technical capability plus placement apparatus that was not in accordance with the background of science (the majority of employees did not know the main task and function) which ultimately impact on the delivery of public services that were not maximal. The support of high-capacity apparatus resources was crucial to the success of the regional autonomy and regional development programs.

The study conducted by Kagungan (2011) about Pringsewu showed that Government's bureaucratic reform in the field of resource management of the apparatus had been initiated by the recruitment process by involving the community participation in realizing a competent, honest and clean bureaucracy of collusion, corruption and nepotism. Based on the description on the background, the policy choice in order to improve the low institutional capacity and the quality of apparatus resources was very low, namely through cooperation policy between regions, in this case the cooperation between Pringsewu and Pesawaran, in order to provide optimal public service in accordance with Goals and targets of regional autonomy as well as the need for organizational work demands in the regions. The study conducted by Ekana (355: 2008) stated that the key to supporting the successful implementation of regional autonomy was the quality of human resources existing in the area, which includes Resources Human apparatus and Human Resources society. The expected quality was competent, clean, honest and independent officers who could realize excellent service for the community. An independent apparatus is an authoritative and creative apparatus that does not rely on superior guidance but relies on its ability to make decisions, see opportunities and strive for opportunities with all the capabilities it has for the development of self-competence. Capacity building of civil servant apparatus or management apparatus is the overall effort to improve efficiency, effectiveness and professionalism degree in the implementation of basic tasks, functions and employment obligations, including planning, procurement, quality development, placement, promotion, payroll, welfare and dismissal (Law of the Civil State Apparatus No. 5 of 2014) Furthermore, Faulkner and Browman (in Ekana, 356: 2008) stated that the independence of the apparatus was characterized by the following characteristics: (1) having the confidence and ability to decide or take the most profitable and quickest action in carrying out its duties independently and Subordinated by others (efficiently); (2) always developing self-awareness and the need for the importance of improving themselves in carrying out their duties, accompanied by a strong willingness to make it happen, (3) having the ability to cooperate with other parties, carrying out its duties in a partnership, profitable and sustainable (4) having a high degree of screening in the best choice of action, (5) always striving to improve the quality of expanding the horizon and always striving to advance. One of the consequences of enactment of regional autonomy policy is the formation of DOB. The formation of DOB, among others, aims to: (1) improve service to the community (2) shorten the range of government management and development controls more effectively, (3) to process community empowerment by cultivating initiative, creativity and innovation in development fostered the democratic process of society. Successful implementation of regional autonomy depends on the competence of local government apparatus itself, in this case is knowledge and skill.

Therefore it is important to do this research with a view to:

- a. Improving the optimal public services in accordance with the objectives and targets of regional autonomy and the needs of organizational work demands in the region in order to improve institutional capacity and the development of apparatus resources through a network of cooperation among new autonomous regions of Pringsewu and Pesawaran.

- b. Formulating a good governance policy framework² based on the findings of problems in the practice of governance in Pringsewu and Pesawaran in this case is the capacity building policy of the Apparatus Resources as well as providing recommendations for the preparation of good governance in the two new autonomous regions.

11

2. Research Method

The type of this research was descriptive research with qualitative approach.² According to Bogdan and Taylor (in Moleong, 2005: 3), qualitative research methods as a research procedure that produces descriptive data, the written or oral words of the observed persons and behaviors. Qualitative research considers the object being studied holistically. So in this case it does not isolate individuals² organizations into variables or hypotheses but views them as part of a wholeness. While the type of descriptive research, according to Nawawi (2001: 44) could be interpreted as research that seeks to tell the solution of existing problems based on existing data. So it was also presents data, analyzes, and interprets.

Through a descriptive qualitative approach, the researcher intends to perform objective representation of the symptoms contained in the research problem that was the capacity building policy of Apparatus Resources through the cooperation policy of New Autonomous Region Government in Lampung Province in order to provide optimal public service

The location of this study was in Pringsewu and Pesawaran districts as DOB in Lampung Province. The focus was about Inter-regional cooperation policy (among new autonomous regions of Pringsewu and Pesawaran) in the framework of capacity building of apparatus resources, related to formal policies/legal policies on the development of apparatus resources, extraction/review of relevant articles and legislation concerning harmonization of legal principles (formal judicial review) of new autonomous regional autonomy cooperation policy (DOB) in the context of capacity building of apparatus resources through cooperation and the constraints faced both externally and internally in the implementation of interregional cooperation policies in the context of capacity building of apparatus resources.

Types and Data Sources used resource persons selected purposively based on their competence on the aspect of thinking and policy of capacity development of apparatus resources in the research location. The informants were from Pringsewu and Pesawaran, including Legislative (Regional House of Representatives) and Executive Board (Head of District Head, along with Pringsewu and Pesawaran districts along with stakeholders (academics, non-governmental organizations, Public and legal practitioners) who care about the capacity development of the apparatus in the two of new autonomous regions. The recipient communities in Pringsewu and Pesawaran were selected purposively

As secondary data used documents, laws regulations relevant to the substance of the study. Data collection technique used interview with key informant/resource person, field observation/field study documentation study and Focus¹ Group Discussion.

Data analysis technique used Miles and Huberman in Sugiyono (2006) argued that the activity in data analysis is done interactively⁷ and lasted continuously until thoroughly so that the data is saturated. In qualitative research, the stages of data analysis include data reduction, data presentation and verification/drawing conclusions. Data Reduction (reduction data), is data obtained at the study site (field data) is set forth in the description or complete and detailed report. The field report will be reduced, summarized, selected the main points, focused on the important things then sought the theme or pattern. Data reduction takes place continuously during the research process. During the data collection takes place the data reduction stage, then make a summary of coding, tracing the theme, creating clusters and writing memos. Data Presentation (data display), which makes it easy for researchers to see the overall picture or a particular part of the research. Basically the presentation of data is a division of the researcher's understanding of the research results. The data obtained will be presented either in the form of drawings or interview quotations and descriptions of observations. Conclusion/verification, like continuous verification continuously throughout the research process

takes place, from the beginning, entering the study site and during the data collection process. The research was trying to analyze and search for patterns, themes, relationships :

- a. Data Reduction (reduction data), data obtained at the study site (field data) is set forth in the description or complete and detailed report. The field report was reduced, summarized, selected the main points, focused on the important things then sought the theme or pattern. Data reduction took place continuously during the research process. During the data collection took place the data reduction stage, then made a summary of coding, tracing the theme, creating clusters and writing memos.
- b. Data Presentation (data display), which made it easy for researchers to see the overall picture or a particular part of the research. Basically the presentation of data was a division of the researcher's understanding of the research results. The data obtained was presented either in the form of drawings or interview quotations and descriptions of observations.
- c. Conclusion/verification, continuous verification throughout the research process took place, from the beginning, entering the study site and during the data collection process. The research trying to analyze and search for patterns, themes, relationships, things that often arise, hypotheses and so on that poured in tentative conclusions. However, with increasing data through process of verification continuously, it will get the conclusion which is "grounded", in other words every conclusion is always Continued verification during the study.

¹ To determine the validity of data in qualitative research must meet several requirements in the examination of data using 4 (four) criteria (Moleong, 2005) namely: credibility, transferability, dependability, confirmability. To examine the credibility (Moleong, 2005), the researchers conducted triangulation, and negative case analysis techniques by collecting samples and cases that were inconsistent with the patterns and trends of information that had been collected and used as a comparison (Moleong 2005).

3. Result and Concluding Discussion

Based on the theory of good governance system (good governance) there are several principles that are implemented for the implementation of good regional autonomy. Some of these principles include: (1) Participation (participation) namely: community involvement in decision making either directly or indirectly; (2) transparency, namely: the disclosure of information is primarily concerned with the public interest in order to be accessible directly to those in need; (3) Effectiveness and Efficiency, namely: the administration of the state must produce according to what is desired by using the resources. Government bureaucracy reform is very important, given the mental qualities of some bad government apparatus; The mental shift of the ruling apparatus to serve the community that still needs to be developed. Therefore, the implementation of local government should be supported by the active role of professional apparatus and good mental quality. The expected apparatus resources can be created when applying the employee procurement function in the apparatus resource management with the recruitment and selection process in it.

The employee recruitment process in Pringsewu as DOB had involved community participation in realizing a competent, honest and clean bureaucracy of collusion, corruption and nepotism. This public participation could be straight forward through representatives in the Civil Service Commission established by the central and regional governments. Public participation in the management of civil service could also be done through community monitoring mechanisms that could be channeled through mass media or through interest groups. With the public participation in the management of personnel would be realized checks and balances so as to manifest a competent bureaucracy, honest and had a high spirit in providing services to the community. Public participation in the employee recruitment process was important in the current openness era. The form of

community participation in the process was in the form of supervision from the administrative selection process to the selection process.

As a new autonomous region, apparatus resources were an essential factor in the implementation of regional autonomy. One side of the human being is a target of development and on the other hand man was the most important development resource among other resources which must be built its ability and its strength as executor and developer of development. Therefore, in creating a good development it required good apparatus resources, competence, and appropriate to the skills of each employee with the aim of being able to manage and develop existing resources. Thus, this would certainly minimize the existence of local people who will remain stagnated in poverty and underdevelopment,

Pringsewu in an effort to produce employees who suit their needs had tried to focus on the recruitment process. The foundation was:

1. Government Regulation No. 97/2000 on the Formation of Civil Servants
2. Government Regulation Number 11 Year 2000 on Procurement of Civil Affairs;
3. Government Regulation Number 48 Year 2005 concerning the Appointment of Honorary Personnel to Candidate of Civil Servant;
4. Regulation of the Head of the State Personnel Agency Number 22 of 2005 concerning Guidelines for Procurement of Prospective Candidates for Civil Affairs Year 2005;
5. Regulation of the Head of the State Personnel Agency Number 21 of 2005 on the Data Collection of Honorary Workers.

In fact, in generating the resources of the apparatus must begin with the process of position analysis and recruitment of good and clean regional apparatus resources. Thus the enactment of regional autonomy was marked with the existence of Law No. 12 of 2008 on local government and based on Government Regulation No. 48 of 2005 then the recruitment of resources of regional apparatus in the era of regional autonomy was expected to provide ease in the development and regional development because the region could see the needs from their own employment. The preparation of formation that could be determined according to the needs of regional organizations as described above which is one example of ease that occurred during the recruitment period in the era of regional autonomy. But this brings a negative impact of obesity bureaucratic structure that becomes an obstacle in increasing the apparatus resources. Too extent the structure of government sometimes leads to ineffectiveness of public services, many governmental structures that have the same tupoksi that should be merged, causing efforts to optimize and saving regional spending can not be realized, here is a picture of the problem of autonomy today, There has been no special attention to the effectiveness of functions and structures of local government.

The number of structures owned by the region, automatically has an impact on the service, the number of structures will not achieve efficiency and effective. In today's modern bureaucracy system, what Pringsewu Government needs is a government bureaucracy that can run effectively and efficiently where in the bureaucratic system it has little structure, but it has many functions. So that is more focused is the performance bureaucracy apparatus. One of the impacts of the ease of submission of application and appointment of Civil Servants above has a positive impact in supporting the implementation of regional autonomy in Pringsewu. Looking at the positive side, the ease given will certainly make the region more familiar with the needs and speed up in the process of delivering the needs of employees.

In principle, apparatus resources are one of the factors that influence the success of regional autonomy because the apparatus resources are the drivers in the running of the governance system both at the center and in the region. Similar to the existing apparatus resources in the district of Pringsewu, the implementation of regional autonomy in this regency will be indirectly affected by the condition of apparatus resources in the district. Therefore, in order to create good regional autonomy especially in the field of apparatus resources it is important to pay attention on the Management of Apparatus Resources because without any management in the field of resources apparatus reliable, it

will be ineffective, inefficient and unproductive. The same thing happened in Pringsewu. In the implementation of autonomy in this regency, the regions had tried to focus on apparatus resource management which could be seen with the concentration of regional technical teams, especially on personnel (Badan Kepegawaian Daerah) in the effort to produce Calon Pegawai Negeri Sipil Daerah (CPNSD).

4. Conclusions and Recommendations

The conclusions obtained from the results of this study were that the efforts to improve the capacity of human resources, especially the government apparatus, through coaching and development in the form of upgrading, training and others had long been done in Pesawaran but the results achieved could only be seen quantitatively (regarding the amount of human resources) and still difficult to see qualitatively concerning the quality or quality of human resources itself. Efforts were done through education and training, establishing cooperation institutions in Pesawaran/Regency/City/Province both in Lampung and outside Lampung, conducting training both on the job training and off the job side training.

The suggestions/recommendations that are important in relation to the results of this research are:

1. In order to implement innovative government, Pesawaran Government must be more proactive and creative in cooperation with Regency/City/Province, both in Lampung and outside Lampung in the framework of capacity development of apparatus resources.
2. That based on the description of the Academic Paper that we compile (as the product of this research) need to be prepared a complete normative material on the aspects of innovative government assessment (policy of interregional cooperation through improvement capacity building of the apparatus for the purpose of making this Regional Regulation as the foundation The law in the implementation of the innovative government model in DOB through the policy of inter-regional cooperation can be achieved that with the drafting of this academic paper which is one of the research products, the draft of this regulation is expected to be the priority of drafting the Regional Regulation in the Legislation Program Regional Provinces/Regencies of Pesawaran especially in 2017.

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