

HUMAN RESOURCE DEVELOPMENT PATTERNS IN THE REGIONAL GOVERNMENT OF BIAK NUMFOR REGENCY

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ABSTRACT

Apparatus resources are very important in a government agency. This study aims to analyze and describe the pattern of apparatus human resource development in the Regional Government of Biak Numfor Regency. The research method used is a qualitative approach. Data collection is done through Focus Group Discussions (FGDs, observations and interviews), researchers also conduct document analysis and study documentation. The results showed that the pattern of apparatus human resource development in the Regional Government of Biak Numfor Regency is currently still focused on the planning made by the central government and the Papua Province where the focus of the apparatus HR development is centered on the Pattern of Education and Training (Learning Task) which was carried out in 2011 only and until 2019 at this time the apparatus has never participated in competency development programs due to budget constraints Local government agencies are not yet ready to implement the ASN competency development policy.

Keywords: Development pattern, human resources, state apparatus.

INTRODUCTION

Apparatus resources are both subject and object of development, encompassing the entire cycle of human life beginning from the womb until death. Development of apparatus resources can be seen from three dimensions, namely the quality, quantity, and mobility of these resources. The quality of the apparatus' resources has improved, which among others is marked by an increase in the health status and education level of these resources. However, in general it can be seen the quality of Apparatus Resources in the Indonesian State from the Human Development Index (HDI), is still low when compared to neighboring ASEAN countries. The low quality of Apparatus Resources in the country of Indonesia causes low productivity and competitiveness in competition and this is a major challenge that must be faced in the next 20 years.

The Development of Personnel Resources has a very important role in view of the increasingly complex tasks of government in the future. Of course, Apparatus Resources that do not have the skills, knowledge, weak performance and are not professional will become a burden for the government. On the other hand, potential apparatus resources need to be empowered to obtain optimal results. One concept approach that can be used to improve the quality of Apparatus Resources is through education and training. Resource Development Government apparatus absolutely must be done by the government, because it is important for the development of regional government organizations. It should be understood that no matter how good the local government as an organization that is equipped with adequate facilities and infrastructure if not accompanied and supported by the development of

apparatus resources in the structure of government will certainly not make the organization run well.

The phenomenon that occurs in the culture of the Regional Government of Biak Numfor Regency based on the author's observations appears that: (1) The Regional Government of Biak Numfor Regency is still dominated by civil service culture which is more oriented towards status rather than achievement resulting in the development of apparatus resources more towards quantity and status than quality. and achievements. The results showed that the pattern of apparatus human resource development in the Regional Government of Biak Numfor Regency is currently still focused on the planning made by the central government and the Papua Province where the focus of the apparatus HR development is centered on the Pattern of Education and Training (Learning Task) which was carried out in 2011 only and until 2019 at this time the apparatus has never participated in competency development programs due to budget constraints The Personnel Board and the Organizational Section are more oriented towards macro needs (overall) and hence are based on urgency and priority, while other work units are more oriented towards the interests of the organization. (4) There is an inconsistency between the strategic plan for apparatus resource development and its implementation. The strategic plan for apparatus resource development that has been made by the Regional Government of Biak Numfor Regency and has been discussed and approved by the DPRD (legislative) in reality is far from expectations.

The services are grouped into civil services and public services. Civil services are services that must be carried out to individuals, private or private. While public services are collective, because they contain special values. This function then gave birth to an important definition of government as a science, in which the government learned how to meet and protect the needs and demands of each person for public services and civil services in government relations so that they are accepted when needed by those concerned (Labolo, 2010: 34). Furthermore, according to Ndraha (2000: 78-79), to carry out the duties of the state, the government has two (2) basic functions, namely primary functions (or service functions), and secondary functions (or empowerment functions). Primary function, namely the function of the government as a provider of public services that cannot be privatized, including defense and security services. Civil service, and bureaucratic services. Secondary function, namely as a provider of demanded and demanded goods and services which they are unable to fulfill themselves because they are still weak and powerless (including powerless) including the supply and construction of facilities and infrastructure.

According to Fathoni (2009: 136) the dimension of employee development is self-development. One of the dimensions is through education and training, so that development is largely determined by himself individually, the results can be professional or just trained. Hasibuan (2003: 68) states that employee development programs should be prepared carefully and based on scientific methods and based on the skills needed by the organization now and for the future. Furthermore, for workers (employees), development is very important to improve the technical ability of the work. Workers can understand and know well about their work so that it will increase their satisfaction and result in increased productivity. The executives also see the same thing, the development for themselves will add insight and knowledge and their skills in carrying out their duties as leaders.

Executive work is not limited to only one particular part, but is interrelated between one job with another and ongoing work. An executive must be able to know and understand a lot about many things in the organization, especially tasks related to interests within and outside

the organization. Although functionally, the executive's task is to plan, organize, direct, and control, but in essence those tasks must be related to the circumstances and sufficient availability of human resources (Bangun, 2012: 213).

Apparatus is one of the most important factors in a government institution besides other factors such as money, technology-based tools, such as computers and the internet are the most important assets that must be owned by a government agency, which is to produce better performance and efficient in carrying out the duties and obligations in carrying out the tasks assigned. Therefore, the apparatus resources must be managed properly to increase the effectiveness and efficiency of government organizations to realize the professionalism of employees in doing work. Furthermore, Sedarmayanti (2001: 154) states that the Apparatus are administrative aspects that are needed in the administration of government or the State, as a means to achieve national goals. The organizational aspects are mainly organizing or staffing. According to Kalangi (2015: 21) apparatus as a tool or means of government or the state to carry out its activities which are then grouped into, functions including public services, in the sense of the apparatus includes aspects of human (personnel), institutional (institutions), and governance.

Government organizations are a number of state institutions formed in the framework of the administration of state government, in the form of state organizations / institutions. All state organizations / institutions are formed to represent efforts to realize the ideals and goals of the nation and state. Therefore, all state organizations / institutions are given the duties, functions, authority and responsibility of carrying out the power of state government, which includes legislative, executive, judicial and auditive powers. In carrying out these powers, each has an organizational structure and is interconnected with each other so that it is a unity in realizing the ideals and goals of the nation in accordance with the basic values, positions, roles / functions, authorities and responsibilities of each (Rewansyah, 2011: 48).

In general, all forms of government have one characteristic in common, namely the authority to make laws or regulations, as well as the power to force all the pillars in order to enforce those laws and regulations. According to Rasyid (2002: 41), the difference between democratic and undemocratic government systems lies in the fact that: in a democratic system, government authority / power is built and maintained based on the agreement of the people.

In the context of the organization, human resource development is designed to help individuals, groups and organizations as a whole, to be more effective (Marwansyah, 2010: 152). This program is needed because people, jobs, and organizations are always changing. These changes are caused by both the internal dynamics of the organization and the dynamics of external factors or forces (external environment). Human resources or employees are the main elements of the organization compared to other elements such as capital, technology, and money, because humans themselves control others (Hardiyansyah, 2012: 46). Thus, it is proper to say that human resources are the most important resources possessed by an organization, one of the implications is that the most important investment possible by an organization is in the field of human resources.

Development of apparatus resources can be interpreted as an effort to prepare employees (human resources) to be able to move and play a role in organizations in accordance with the growth and development of an organization, agency or department (Notoatmodjo, 1992: 96). Development of apparatus resources is the preparation of people or employees to assume

higher responsibilities in the organization. Furthermore, According to Kalangi (2015) Apparatus resource development emphasizes humans as a means (means) as well as the ultimate goal of development. In the short term, it can be interpreted as the development of education and training to meet the immediate needs of technical, leadership, administrative staff and this effort is aimed at the target group to make it easier for them to be involved in the socio-economic system in the country.

Zauhar's research results (2005) on the effect of the development of Apparatus Resources on the performance of public services in Malang, that the ability of the apparatus is the main key in improving the performance of public services, while the motivation variable becomes a proactive variable and acts as a dynamicator in public service. The results showed that the pattern of apparatus human resource development in the Regional Government of Biak Numfor Regency is currently still focused on the planning made by the central government and the Papua Province where the focus of the apparatus HR development is centered on the Pattern of Education and Training (Learning Task) which was carried out in 2011 only and until 2019 at this time the apparatus has never participated in competency development programs due to budget constraints

Based on the description above, the authors are interested in examining the Pattern of Human Resources Development Apparatus in the Regional Government of Biak Numfor Regency.

MATERIALS AND METHODS

Research Design and Location

This research was conducted at one locus of government institutions, namely the Regional Government Office of Biak Numfor Regency. This research approach is a type of qualitative research, which is a research procedure that produces descriptive data in the form of written or oral words from people and observable behavior (Bogdan and Taylor in Moleong, 2008: 4).

Research Informants

The informants in this study were the stakeholders of the Biak Numfor Regency Government (Regent, Regional Secretary, Head of Office and Secretary of the Human Resources and Human Resources Development Agency of Biak Numfor Regency (BKPSDM), as well as employees in the scope of the Biak Numfor Regency BKPSDM.

Data Collection Methods

Data collection is done through Focus Group Discussions (FGDs, observations and interviews), researchers also conduct document analysis and study documentation. This research technique is used to explore deeply the development of Apparatus Resources in the Regional Government of Biak Numfor Regency.

Data Analysis

This research uses descriptive qualitative data analysis techniques. Model analysis using qualitative descriptive techniques is designed in such a way that it can reveal important issues related to the focus of the problem that has been set. Regarding qualitative data analysis, Miles and Huberman in Sugiyono (2009: 246) suggest that the activities in qualitative data analysis are carried out interactively and continue continuously until completion, so that the data is already saturated.

RESULTS

The Pattern of Apparatus Development of Biak Numfor Regency Apparatus

Basically, the apparatus is one of the most important factors in a government agency besides other factors such as money, technology-based tools, such as computers and the internet are the most important assets that must be owned by a government agency, which is to produce better performance and efficient in carrying out their duties and obligations in carrying out the tasks assigned. Therefore, the apparatus resources must be managed properly to increase the effectiveness and efficiency of government organizations to realize the professionalism of employees in doing work. After understanding in general the process of organizing the local government of Biak Numfor Regency, especially in the Human Resources and Human Resources Development Agency (BKPSDM), this section specifically describes how the HR development model in the scope of BKPSDM is currently underway. Development of apparatus resources can be interpreted as an effort to prepare employees (human resources) to be able to move and play a role in the organization in accordance with the growth and development of an organization.

In the context of understanding more about the apparatus HR development model, the following sections describe the elements of the human resource development process as follows: 1) Learning; as a relatively permanent change in behavior that occurs as a result of practice and experience. 2) Education; is the development of knowledge, values and understanding needed in all aspects of life rather than knowledge and skills related to a particular field of activity. 3) Development; as growth or realization of one's abilities and potential through the provision of learning and educational experience, and 4) Training; is a planned and systematic modification of behavior through learning, programming and instruction, which allows individuals to achieve the level of knowledge, skills and competencies needed to carry out their work effectively.

Some data and information from the interview information of researchers with informants related to the focus of the pattern of apparatus HR development at the Human Resources and Human Resources Development Agency (BKPSDM) of Biak Numfor Regency, is basically carried out through educational activities and training, promotion of positions and also aspects of mutation. The three aspects are packaged in various activities such as aspects of learning, education and staff development efforts. The following sections describe these aspects based on the description of the results of documentation and observations in the field.

Based on data from interviews that was said by one of the AF initials a staff member at the BKPSDM Office of Biak Regency, Numfor stated that,

"... The Agency and the Secretary have provided learning methods related to employee career development in the form of pre-service training, in learning that has been given in the form of groups or classes, which is done in stages." (interview, October 4, 2019).

Meanwhile another informant as stated by RK, a Staff of the BKPSDM Training and Development Division stated that:

"... So far, the Human Resources Development and Human Resources Development Agency (BKPSDM) of Biak Numfor Regency has not carried out learning methods related to employee career development, because there has only been a merger of two BKD and DIKLAT Bodies. So far, the BKPSDM of Biak Numfor Regency only provides learning assignments for employees as instructed by employees to go to school / complete S1 or S2 in universities in Papua and outside Papua such as Makassar and Surabaya. " (interview, October 2019).

The BKPSDM Office of Biak Numfor Regency has made efforts to improve the quality of their apparatus' resources through a variety of activities both formally and informally. The same thing was conveyed by the initials BY (Acting Head of General Affairs and Employees) stating that:

"... So far as Acting Head of General Affairs and Employees, I see that the Head of the Agency and the Secretary are lacking or can be said to have almost not provided learning to other employees, due to lack of direct communication. " (interview, November, 2019)

The communication problem in implementing the apparatus resource development program is a big hope for most of the staff in the Biak Numfor BKPSDM Office environment, which is currently not optimally played by the leadership. So that efforts to develop apparatus resources are still very minimal and ultimately have not had a significant impact on its development efforts. As for aspects of education, basically education is an effort to foster and develop human personality both in the spiritual or physical parts. There are also some experts who interpret that education is a process of changing the attitudes and behavior of a person or group of people in maturing through teaching and practice. With education we can be more mature because education has a very positive impact on us, and also education can eradicate illiteracy and will provide skills, mental abilities, and so forth. As stated in Law No.20 of 2003 Education is a basic and planned effort to create an atmosphere of learning and learning process so that students actively develop their potential to have spiritual spiritual strength, self-control, personality, intelligence, noble character, and skills, which is needed by himself, the community, and the State.

In connection with efforts to develop apparatus resources at the BKPSDM Office in terms of education, Based on the information of an informant, namely the initials BY, Acting. Head of General Affairs and Employees of Biak Numfor Regency BKPSDM Office said that,

"..... Until now, ASN in BKPSDM in 2019 no one has been called / appointed for further study S1 or S2, even though there are some employees who have applied for further studies. The reason for this is because funding for further studies has not been budgeted in the APBD. Local government leaders give study permits to ASN who want to study at their own expense, but there is no ASN at BKPSDM who wants to because there are no fees; they only want to come if enough money is given. (interview, November, 2019)

The same thing was conveyed by NB, a Development Staff of the BKPSDM Office of Biak Numfor Regency who stated that:

"... Opportunities are always there but this year (2019) funding for further studies has not been budgeted in the APBD. Even if the employees get the opportunity and budget, the development of intellectual competence in the Biak Numfor Regency Government can be more qualified in the future ". (interview, October, 2019).

The results of interviews with RK (BKPSDM Training and Development Staff), that: "..... The problem of career development in BKPSDM is still hindered by groups and levels of education, this causes many employees who still have not received training because of constrained levels of education and classes. Finally, the real obstacle is that the requirements which can be pushed have not been fully fulfilled. That's the primary obstacle. (interview, October, 2019)

Related to apparatus development efforts at the BKPSDM Office Shows that the potential for development is very wide open, so that it can become a concern for wider development. The opinion of the informant has given an illustration that the problem of apparatus development has not been effectively carried out because there are still limited requirements owned by each apparatus, so that it has not been optimally achieved.

DISCUSSION

Learning is the process of a person's interactions and learning resources in a learning environment. Learning is help given so that the process of acquiring knowledge and knowledge, mastery of skills, and the formation of attitudes and confidence. In other words, learning is a process to help someone to be able to learn well. The learning process is experienced throughout a human's life and can apply wherever and whenever, learning is also the empowerment of one's potential to become competence. This empowerment activity cannot be successful without someone helping, and arranged programmed in instructional design, to make learning active, which emphasizes on providing learning resources. Based on interview data, it shows that the learning aspect of the state civil apparatus at the BKPSDM Office of Biak Numfor Regency shows that there is an effort towards learning, but in the implementation process there are still obstacles both internally and externally. So that optimal results have not been obtained in the implementation of apparatus resource development, especially in aspects of learning development.

The Human Resources and Human Resources Development Agency (BKPSDM) of Biak Numfor Regency has so far provided the opportunity for employees to take part in related education to develop employee careers, the intended education is the Improvement of formal education through further study learning tasks (S1 and S2) is one of the development programs ASN competencies pursued by the Biak Numfor Regency Government for the development of intellectual competencies. The formal education process promoted by the local government of Biak Numfor Regency has not been fully implemented in accordance with the existing program, because there are still budget priority constraints, especially in 2019. There are still many problems faced so that the problem of developing aspects of education is not optimal enough to be achieved.

Basically the problem of apparatus resource development is an educational effort both formal and non-formal which is carried out consciously, planned, directed, organized, and responsibly in order to introduce, grow, guide, develop a balanced personality base, whole, in harmony, knowledge, skills in accordance with the talents, desires and abilities as a provision on their own initiative to add, improve, develop themselves towards being labeled Based on information provided by Mr. Initials BY (Acting Head of General Affairs and Employees), Human Resources and Human Resources Development Agency (BKPSDM) that so far local governments through the empowerment service always provide training opportunities to employees so that they can occupy technical functional positions.

Meanwhile, the Training aspect is an activity to improve one's work ability in relation to their respective activities. Training helps employees / employees understand a practical knowledge and its application, in order to improve the skills, skills and attitudes needed by the organization in an effort to achieve good performance, in the preparation of training programs preceded by the needs analysis activities, based on the results of the analysis results are compiled a curriculum contains the formulation of objectives, teaching materials, teaching methods and evaluation of learning outcomes. To support the smooth implementation of the teaching and learning process materials and guidelines for implementing the learning guidelines are also compiled. From the results of interviews with informants that the training carried out so far in the Biak Numfor Regency Government is still very limited in terms of both the number and scope of the training program, causing the quality of apparatus resources to be expected. The fact shows that over the last few years the Regional Government of Biak Numfor Regency has been more dominant using the shifting approach or commonly known

as promotion and mutation of position. In this sense the implementation of the development of the State civil service staff is always challenged in order to make adjustments in various situations in the process of carrying out its tasks and activities.

The development of apparatus resources with various patterns developed in Biak Numfor Regency seems to be still constrained by a number of problems both internally and externally. In this regard a number of efforts are needed in increasing the existence of patterns of apparatus development resources that are even better. Various patterns of apparatus quality development at the BKPSDM Office of Biak Numfor Regency show that the pillars of apparatus resource development are principally carried out in three series of activities, such as in the concept of increasing the capacity of the apparatus through education, training and development.

As an integrated action in implementing the quality of apparatus resources, the institutional performance of the Biak Numfor BKPSDM Office is very much determined by how much the contribution of the desired human resource development effort can be followed by developments in the future. So that the implementation of human resource development activities can be done as well as possible, although they are also still unsure of their beliefs.

CONCLUSION AND RECOMMENDATIONS

The pattern of apparatus human resource development at the Regional Government of Biak Numfor Regency is currently still focused on the planning made by the central government and the Papua Province where the apparatus HR development focus is centered on the Training and Education Pattern (Learning Task) which was carried out only in 2011 and until the year. 2019 at present the apparatus have never participated in a competency development program due to local government budget constraints. So, it can be concluded that the local government agencies are not ready to implement the ASN competency development policy.

The implementation of apparatus resource development activities at the BKPSDM Office of Biak Numfor Regency directs the education and training process as an inseparable part of routine and programmed activities within the strategic planning framework of Biak Numfor Regency. Although in reality many obstacles are encountered in implementing the intended staff development pattern both internally and externally.

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