Technical Education and Training to Improve the Competence of State Civil Apparatus in Takalar

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Abstract. This article describes the education and training of the State Civil Apparatus (ASN) in developing competence. Education and training indicators used are needs indicators, training programs, and evaluation of training programs. By using qualitative research methods, this study shows the education and training process carried out by the Personnel and Human Resources Development Agency of Takalar Regency conducts training needs analysis based on organizational analysis, employee analysis, and individual analysis. Furthermore, in the training program, development indicators classify education and training into two categories: information methods and experimental methods; however, this is not optimal because only a partnership agency (external training) is developing the training programs. In the evaluation stage, the training program is evaluated based on information at five levels: reaction, learning, behavior, organization, results, and cost-effectivity. However, so far, this has not been effective.

Keywords: education and training, competency improvement, state civil apparatus

Introduction

Education and training is the process of organizing teaching and learning to improve the ability of civil servants. The purpose of the merit system is to develop the capabilities of the State Civil Apparatus (ASN) through education and training, including increasing knowledge, skills, and attitudes in carrying out job duties, both in general government and development that improves services protects and develops community participation. The basic consideration of providing education and training for state employees is the coaching and career development of the employee concerned, promotion interest, budget availability, and requirements for employees who attend education and training. The number of employees included in education and training is based on organizational needs, employee performance improvement, abilities and skills, and rank. This can be done through technical training, functional training, and leadership training. The purpose of education

and training indicates that education and training affect employee performance. This can be seen from achievement-based education and training goals, which are in line with performance measurement indicators (Sedarmayanti, 2017).

Studies on education and training in improving ASN competence are divided into two results: effective and ineffective. In the first part, studies that state education and training effectively increase the competence of ASN include Astra et al., 2016; Mawakimbang et al., 2020; Wirotomo & Pasaribu, 2015; Laksmi & Markeling, 2014; Tulung, 2014; Amaddin et al., 2017; and Utami, 2016. In another section, 4 (four) studies deny that education and training impact the competence of ASN. The four studies are Handayani et al., 2015; Hidayat & Sa'ud, 2015; Ramadhon, 2016; and Pangestuti, 2019. From the previous research studies above, this study shows that in Takalar District, the lack of application of the merit system is due to education

and training, which are still weak in their application.

Based on the report on the results of the mapping of implementation of the merit system released by the State Civil Apparatus Commission in 2018 and 2019 in government agencies, it shows that for the Provincial Government, the majority is still in category II, meaning that it has only fulfilled some of the specified criteria. Six provinces have reached category III, and all of them are on Java Island. Meanwhile, for the eastern region, there are still provinces that fall into category I of "Bad." Including, in this case, the Regional Government of the Takalar District is an area where the level of productivity of public services is still low; the existing State Civil Apparatus mostly comes from people who are close to the leadership. Personnel management aspects that are still considered weak and need serious attention comprise identifying employee needs; career development, including organizing education and training; and employee performance appraisals. Guidance is especially needed for Provincial Agencies or Governments that are still in categories I and II (Report of the commission for the State Civil Apparatus, 2019).

The Regent and Deputy Regent of Takalar for the 2017-2022 period has carried out a staffing refresher process to improve the bureaucracy. However, based on the identification of data from the mapping report on the implementation of the merit system released by the State Civil Apparatus Commission in 2018 and 2019 in provincial government agencies, especially in the East region, Takalar Regency is included in category I of "Bad" due to an aspect of personnel management that is still considered weak. It needs serious attention, namely the implementation of education and training that is not yet based on a merit system. The merit system is a conception in HR management that describes the application of objectivity in all processes in the management of ASN, namely, considering individual abilities and achievements to carry out their work (competence and performance). Decision-making in human resource management is based on the ability and qualifications of a person in or to carry out work and is not based on subjective considerations such as political affiliation, ethnicity, and gender. Objectivity is carried out at all stages in HR management, and the following are the expected ideal conditions. Different from the conditions that occur in the field, compared to the application of the merit system, selecting and determining officials to be promoted and rotated has not been done openly. Moreover, training as one of the requirements is seen as very discriminatory since the selection of employees to participate in education and training is not entirely based on performance appraisals, competency tests, and qualification considerations, but is still based on spoil system practices, closeness, and compassion. Merit-based education and training are carried out by building capacity in reducing competency gaps using training 20 hours per year for each civil servant, Training Need Analysis (TNA), Education and training, Performance-based Coaching & Mentoring (Government Agency Performance Reports (LKJIP) Takalar District, 2019).

The Performance Report of Government Agencies (LKJIP), Personnel and Human Resources Development Agency (BKPSDM) of Takalar Regency 2019, shows the gap between the target (55%) and realization (38.57%) for ASN officials who have attended structural education and training. The implementation of education and training has only been based on fulfilling the quota by following the participant requirements set by the education and training provider. In the implementation of merit system, there are different understandings and unclear processes on the competency standards of education and training or performance benchmarks in the BKPSDM of Takalar District. This indicates that career coaching and development, including a career ranking system and filling high positions, have not gone through open promotions (Awalla et al., 2018; (Fathurrochman, 2017; Setiadiputra, 2017; Yanti, 2017). The promoted officials are considered to have not participated in the training and promotion programs, while the rotation of the majority of officials only occupied a concise working period of 2-3 months (Government Agency Performance Reports (LKJIP) Takalar District, 2019).

The background study above can be described simply in visualization analysis in figure 1.

Research Methodology

This study used a qualitative approach which was carried out at the Agency for Personnel and Human Resources Development (BKPSDM) Takalar Regency,
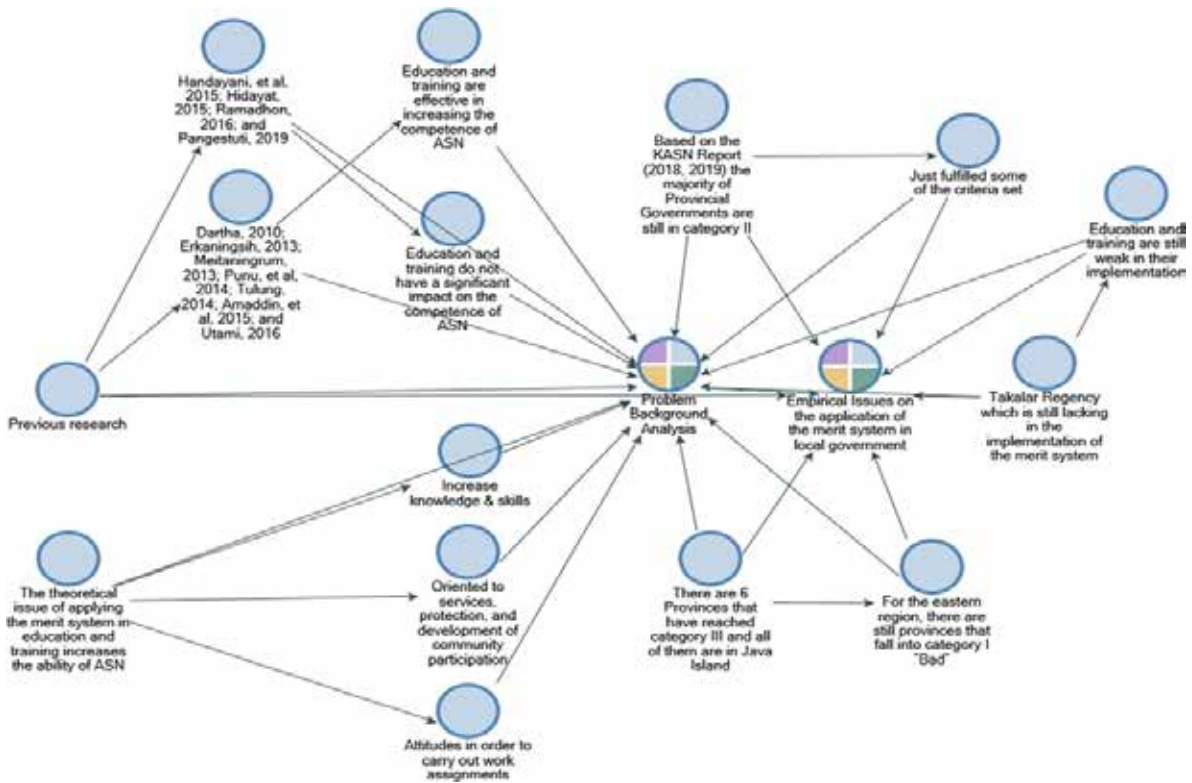
Figure 1. Visualization analysis of the background of the problem

South Sulawesi, with a research focus on education and training programs through three stages of activity: assessment of training needs (needs assessment), development of training programs (development), evaluation training program (evaluation). These three indicators are used to measure education and training in increasing the competence of ASN in BKPSDM. The data used in this study are reports on the implementation of education and training activities at BKPSDM and interviews with several ASN within the BKPSDM Takalar Regency. The results of the research were processed using a data processing tool, namely NVivo.

Results and Discussions

Based on data collected by the researchers, the process of implementing education and training at the BKPSDM Takalar Regency can be visualized as in the figure 2.

Conducting a Training Needs Assessment

Training needs must be carried out through analysis, either at the organizational, position, and individual levels (Suwatno & Juni Priansa, 2018 Faozan, 2019; Khoironi, 2020; Sartika & Kusumaningrum, 2017). As an interview conducted by the Head of BKPSDM Takalar Regency:

> *"The trend is now being directed towards those that are technical and functional. Thus, it can be said that, although not focused on BKPSDM Takalar District, the training was carried out by the respective Regional Apparatus Organizations (OPD). Of course, they make it according to OPD needs because that is indeed part of our performance indicator at BKPSDM. So, it is certain that the implementation of education and training for civil servants is related to the agency's function. We cannot carry out education and training that is not by their needs, either organizational needs, employee needs, and individual needs."*

(Interview, February 17, 2021)

The response above explains that the organizational level analysis (Organizational Analysis) is intended to determine which parts of the organization need a training program. Job level analysis (Job/task analysis) identifies the content of the required training, in the sense of what workers must do to carry out their duties and positions competently. Individual-level analysis (Individual Analysis) identifies the
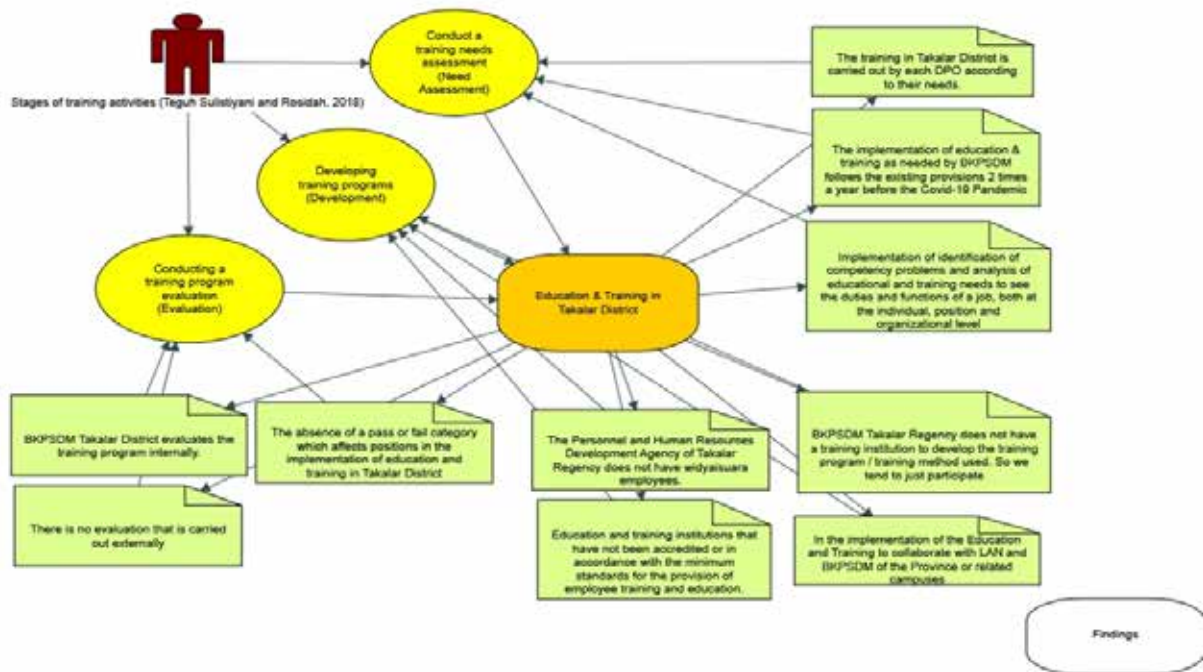
Figure 2. Visualization analysis of the implementation of education and training at BKPSDM Takalar District.

characteristics of the workforce, in terms of what abilities and skills the employees still lack to carry out their job duties.

The same thing was also conveyed by the Head of the Division of Competency Development and Apparatus Performance Assessment, who said:

> *"When it comes to technical training, we conduct it based on needs. Then there is training for which we do have data for positions. There is a database related to those who have not been trained with those who have already. So, if we want to carry out education and training, we first look at the conditional ones. Since there are specific requirements and technical training, we do it as needed due to limited budgets. Thus, we hold technical training two times a year, namely in 2019 before the pandemic.* (Interview, February 10, 2021)

The determination of the need for education and training with analysis at the organizational level, positions, tasks, and individuals can be carried out using specific approaches that will analyze the organization's various needs. The needs analysis results will later be used as the basis for selecting the training program to be implemented. The following is a table of data for ASNs who have participated in education and technical training for competency development in the Takalar Regency government in 2019:

Technical competence is based on Law No. 5 of 2014 Article 69, namely technical competence seen from education level and specialization, functional technical training, and technical work experience. This activity is carried out to ensure that what is carried out will be needed by the training participants. With this technical training, it is easier for the BKPSDM of Takalar Regency to ensure that the training is carried out based on the appropriate training needs. It is about policy analysis, innovation development, effective communication, cooperation and development of cooperation, quality insurance, management of conflict, and then mastery and use of information technology. As expressed by the Sub-Sector of Education, Training and Competence Development of BKPSDM Takalar Regency, that:

> *"The process of implementing an analysis of educational and training needs includes analyzing the duties and functions of a job at the individual, position, and organizational level. Usually, before implementing education and training, there are meetings held between SKPDs to identify competency problems that arise at the individual, position, and organizational levels. The needs analysis results will later form*

the basis for selecting the training program to be implemented. Then after that, we just wrote to SKPD for participant requests."
(Interview, February 10, 2021)

The training is intended not only to increase institutional capacity but also to develop the participants' careers. Education and training by conducting needs analysis are also intended to increase the ability to combine scientific theory with experience gained in practice in the field, including increasing the ability to apply appropriate technology to enhance work productivity.

From the interview results above, referring to the theory by Bernardin & Russel, an organizational analysis must be carried out to answer problems regarding education and training. Employee analysis tries to solve problems regarding what should be learned in training so that education and training participants can carry out their duties satisfactorily. The individual analysis attempts to answer the problem of who needs training within the company and the specific types of training required.

Based on the results of the interview above, it can be concluded that the process of determining the analysis of education and training needs (Need Assessment) at the Personnel and Human Resources Development Agency of Takalar Regency includes: (a) Analyzing the duties and functions of a job, either at the individual, position, and organizational level, (b) Identifying competency problems that arise at the individual, position, and organizational levels, (c) Analyzing the "competency gap," namely the difference between job competencies that should be done and job competency standards, (d) Providing an overview of the competency standards that will be achieved after participants have undertaken technical education and training (e) The results of the education and training needs analysis will later be used as the basis for the selection of education and training programs to be implemented. Besides conducting a needs analysis, we can also see an overview through data requests from SKPD about what education and training are needed at SKPD or other agencies, and (f) The mechanism for administering education and training for the Personnel and Human Resources Development Agency of Takalar Regency has 2 (two) patterns: the delivery pattern and the partnership pattern. The

delivery pattern mechanism (Contribution) begins by communicating with the Provincial BKPSDM regarding the need for education and training in Takalar Regency in the current year. BKPSDM Takalar Regency and related Regional Government Organizations (OPD) get educational and technical training offers from education and training providers based on an analysis of education and training needs in the current year. The Apparatus Competency Development Sector sends a letter to the relevant OPD to send prospective education and training participants. Then the OPD sends prospective education and training participants to the Personnel and Human Resources Development Agency through the Apparatus Competency Development Division to get a letter of assignment to attend the intended education and training and their contribution. After education and training are carried out, education and training participants must submit a participation report and financial accountability to the Personnel and Human Resources Development Agency through the Apparatus Competency Development Division. Meanwhile, the Personnel and Human Resources Development Partnership pattern, in this case, the Apparatus Competency Development Sector, provides prospective education and training participants (based on an assessment of education and training needs in the current year), facilities, infrastructure, a place to hold and details of education and training financing. Then signed a joint agreement between the Head of the Personnel and Human Resources Development Agency of Takalar Regency and the Head of the Education and Training Agency of South Sulawesi Province regarding the partnership pattern for implementing education training.

Several studies also agree that it is important to conduct a needs assessment analysis to determine the need for program implementation as investigated by Amin & Nurhadi, 2020; Budiyanti & Damayanti, 2015; Iwantara, 2019; Ngindana & Hermawan, 2019.

Developing a Training Program

After determining the need for education and training, the next stage is developing a training program. This stage cannot be separated from creating a conducive environment for training and training methods. Bernardin & Russel classify training methods into two categories:

1) informational methods, which use a one-way approach, where information is conveyed to training participants by the trainers. This method is suitable for teaching factual material, skills, and attitudes. 2) experimental methods that prioritize flexible, more dynamic communication with both instructors and fellow participants and directly use the available tools. This method is used to teach cognitive and physical abilities and skills.

However, the results of interviews with the Head of the Personnel and Human Resources Development Agency of Takalar Regency indicate that there is no stage of developing a training program that has been carried out. Here is the explanation:

> *"BKPSDM Takalar Regency does not have a training institution to develop training programs/training methods to use. So, we tend to (only) participate, with the coaches from outside. We only include employees here to participate in education and training, even though the name is the Takalar District Personnel and Human Resources Development Agency, but we do not have a widyaiswara. If we want to hold training, we will cooperate with other parties, such as the State Administration Agency (LAN) and the Provincial BKPSDM. Since we do not have the energy for that, so for example, we (just) want to do an assessment".*
> (Interview, February 17, 2021)

The implementation of the development should be based on the methods predetermined by BKPSDM Takalar Regency. The person in charge of development determines this development program at the agency, namely the head of BKPSDM with a team or field of human resource development. The essential method in HR development is informational methods; this method is suitable for teaching factual material, skills, and attitudes (education) and experimental methods. The methods prioritize flexible, more dynamic communication with both instructors and fellow participants and directly use tools - available tools (training) (Winarni, 2019).

Based on the source, the training method can be divided into two, namely In-house and External training (IHT) (Suwatno & Juni Priansa, 2018). However, the intended development of training programs has not been optimally implemented because only external institutions are more dominant in developing training programs in the Personnel and Human Resources Development Agency of Takalar Regency.

The principle of development is to increase the quality, quantity, and workability of employees, but this can be successful if it has been programmed first (Winarni, 2019). Development activities that have been designed and planned can be carried out effectively with the leadership that should provide stimulation or hope to employees who will take part in the development program (Supratman, 2017). The stimulus or expectation can be an increase in salary, position, and so on after the employee has finished implementing or following the development set by the Takalar District Personnel and Human Resources Development Agency. When the education and training process is reviewed, it can be seen that the final result of the process is a change in behavior expected by employees.

The same thing is also expressed by the Sub Division of Performance Appraisal and Apparatus Appraisal of BKPSDM Takalar Regency, that:

> "*The Human Resources and Human Resources Development Agency does not yet have an accredited education and training agency as required by the State Administration Institute, so that in carrying out the development of training programs, we must cooperate with an accredited Education and Training Agency by the requirements required by applicable regulations. Usually, we cooperate with the Provincial BKPSDM and LAN".*
> (Interview, February 17, 2021)

Based on the results of interviews regarding the analysis of training program development (Assessment), it can be concluded that the implementation of education and training is not separate from the HRM program as a whole. In order to achieve an appropriate use-value, training needs must be formulated, taking into account the assessments being carried out. The decision to arrange training must be based on data collected by conducting a needs assessment. The needs assessment diagnoses current problems and challenges in the future.

The BKPSDM of Takalar Regency has not optimally carried out the analysis of training program development because only a partnership institution (External training) has conducted the development of a training program, including the existence of goals, policies, procedures, budgets, participants, curriculum, and implementation time. The ultimate goal of the development process is to increase the effectiveness and efficiency of each employee's work in his position. The type of employee development must be adjusted to the types of needs needed by the Personnel and Human Resources Development Agency of Takalar Regency, all of that the training development program activities carried out do not run in vain without results or are of no benefit to BKPSDM. The development program should be informed transparently or openly to all employees to prepare them if they receive a training development program one day.

The development of education and training programs for employees is an essential thing to do. This is confirmed by several previous studies, including Apriyani and Rachmi 2020; Pawellangi 2017; Susatya 2013; Utomo 2013; Widodo, Widodo, and Masrukan 2015. In their findings, they argue that the development of education and training programs is needed as an effort to support the success of education and training.

Conducting an Evaluation of the Training Program

The final stage is evaluation, which aims to test the effectiveness of education and training delivery. The training effectiveness can be evaluated using the following indicators: 1) Reaction, how well the participants enjoy the training; 2) Learning, how far the participants learn the facts, principles, and approaches in an exercise; 3) Results (organizational), how far the behavior of employees changes because of training; 4) Results, whether there has been an increase in productivity or a decrease; and the last one is 5) Cost-effectiveness, to find out the number of costs spent on the training program and whether the amount of training costs is proportional to the objectives of the merit system-based education and training program already implemented.

However, in evaluating the education and training programs that were carried out, there were unexpected problems. This was explained by the Head of Competency Development and Apparatus Performance Assessment Division of BKPSDM Takalar Regency, who said:

> "We have done an evaluation. It is just that while the evaluation is taking place, many positions concerned have been transferred. Then there is a tendency for employees to be lazy when we collect reports on the results of education and training that have been carried out. They rarely deposit; this is a technical one because they think it is just training, there is no added value that they want to develop in this BKPSDM. If there may be a pass or fail category that affects the position, they will surely get together. Nevertheless, it is not. Not only that, although some submitted reports, they were not on time and they also did not want to bother, so we can say that it is complicated for us to do an evaluation".

(Interview, February 10, 2021)

Furthermore, the same thing was also expressed by the Sub-Sector of Education, Training, and Development of BKPSDM of Takalar Regency. During the evaluation process of the training program carried out, the Head of BKPSDM of Takalar Regency only evaluated internal ASNs who worked at BKPSDM of Takalar Regency and excluded the evaluation of external ASNs. Considering the external ASNs worked for other agencies, all are returned to their respective OPDs for evaluation.

The evaluation of education and training programs carried out by BKPSDM Takalar District has only focused on internal ASNs working at BKPSDM Takalar Regency, not on external ASNs in other OPDs. Further delivered by the Sub Division of Career Development and Promotion, the education and training programs should end with an evaluation of both internal and external agencies to determine the extent to which the training objectives were achieved. However, BKPSDM Takalar Regency has not evaluated ASNs who have attended education and training. BKPSDM Takalar Regency returns the evaluation to their respective agencies where they work.

This statement is in line with the training evaluation put forward by Gomes (Suwatno & Priansa, 2014), which states that education and training programs can

be evaluated based on information that can be obtained at five levels, namely reaction, learning, behavior, organizational, results, and costs effectivity. Each of them is described as follows: (a) Reaction. This measure of reaction is designed to determine what the participants think about the training program. Efforts to get participants' opinions about the training that has been followed have intentions such as 1) To find out to what extent the participants are satisfied with the program, 2) to hold several revisions to the training program, and 3) To ensure that other participants are receptive to participate in education and training programs (b) Learning. The information that wants to be obtained from this type of evaluation is to find out how far the participants have mastered the concepts, knowledge, and skills provided during the training. This is usually done by conducting a written test (essay or multiple choice), performance tests, and simulation exercises. The questions are structured in such a way as to cover all the material content of all training programs, (c) Behaviors. The participants' behavior, before and after training, can be compared to determine the level of influence of the training on changes in their performance. This step is essential since the training goal is to change the behavior or performance of the participants. The behavior or performance of the participants can be measured based on the performance evaluation system to obtain the level of performance of the participants that the respective supervisors collect in comparison with the performance after the training (d) Organizational Result. The purpose of gathering information at this level is to examine the impact of the training on the workgroup or organization as a whole. Data can be collected before and after training based on productivity, turnover, absences, accidents, complaints, quality improvement, client satisfaction, and the like, (e) Cost-Effectiveness. This is intended to determine the number of costs spent on the training program and to calculate whether the costs for the training are small or large compared to the costs arising from the problems experienced by the organization. This criterion is measured by assisting program costs with problem costs. Problem cost is a cost that can be seen, the economic losses experienced by an agency resulting from using untrained employees.

Based on the results of interviews and direct observations conducted by researchers regarding the evaluation of education and training programs at the Personnel and Human Resources Development Agency of Takalar Regency, so far it has not been effectively carried out. The evaluation categories include education and training materials, Widyaswara's knowledge or understanding of the topic, Widyaswara's ability in presenting material, Widyaswara's ability to understand the participants' problems, Widyaswara's appearance, and facilities and infrastructure. Apart from the implementation, evaluation is also carried out on education and training participants to find out their progress before and after attending education and training with the assessment requirements depending on each type of education and training that has been followed.

The results of supervision in the area of implementation of Region II merit system, where the Personnel and Human Resources Development Agency used Sipinter for self-assessment of the merit system in government agencies, show the value of coaching/verification of "0", meaning it is at the "Moderate PMPSM" stage that needs to be guided in order to achieve a good category. As stated by the Head of the Personnel and Human Resources Development Agency of Takalar Regency that:

> *"Our writing and documentation culture are frankly fragile so that there is no reporting of the merit system indicator conveyed in BKN, even though we have done it. That is why BKPSDM Takalar Regency, until now, is in the "Inadequate" category in terms of implementing the merit system. On the other hand, we have not implemented talent pool management yet. "*
> (Interview, February 17, 2021)

The results of the interviews above can be concluded that the process of providing education and training based on a merit system at the Personnel and Human Resources Development Agency of Takalar Regency is still not fully running well with the mechanisms and indicators of the merit system implementation procedure. Regulation is applied by looking at the three domains of analysis of the stages of education and training that have been described previously.

The researcher's findings in the process of providing education and training based on a merit system are that the success of
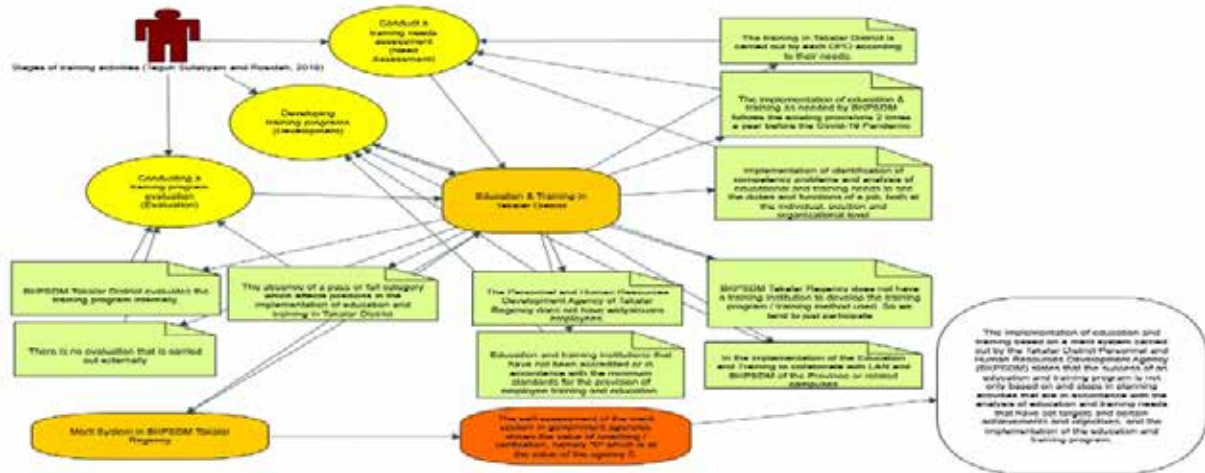
Figure 3. Visualization of results & analysis of applying the merit system in education and training at BKPSDM Takalar Regency

education and training does not only rest and stop in planning activities carried out by analyzing education and training needs. However, it needs further efforts in the form of study of training program development and evaluation, so that in the future the quality of the implementation of an education and training can change from category II "Poor" to good category. The results and analysis in the research can be simply illustrated as in figure 3.

The product of the training process is the alumni of the participants who are placed according to their fields. In comparison, the benefit of the product is that the training will affect the performance of the trainees. Therefore, to measure the results or tangible benefits of an education and training program, it is necessary to develop an education and training program and then a post-education and training evaluation.

Conclusions

The implementation of education and training carried out by the BKPSDM of Takalar Regency has not been optimal. Only the needs analysis stage is carried out optimally of the three stages of implementing education and training. In comparison, the other two stages of analysis, namely the training program development and evaluation stage, have not been maximized. Consequently, the implementation of education and training carried out by the BKPSDM of Takalar Regency has not become one of the factors that support the implementation of the goals of merit system. There is resistance

to changes that occur in employees and a lack of leadership commitment to the implementation of education and training based on a merit system. We suggest that the BKPSDM of Takalar Regency try to foster ASN to become a *Widyaiswara* (trainer) so that the development of education and training programs can be carried out by the partnership institution (external training).

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