

# Apparatus Resources Development Model in Capacity Building Perspective (Study at Bone Bolango Regency Government of Gorontalo Province)

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***Abstract:** This research is using qualitative approach with a view to examine various phenomena related to human resources in public sector development model in capacity building perspective and alternative solution. Data collection is done through interview, observation and documentation. Based on research results, it can be inferred that the design of human resources in the public sector development still follow model arranged by Central or Provincial Government, the program is routinized, and coordination and cooperation not exist in the designing program. The implementation of human resources in public sector development conducted through: first, recruitment, mutation is a means for apparatus recruitment process and this process hasn't based on rationality of requirement conformity and competence. Second, education and training are not based on real needs of the region, not opened in nature, and not used effective and efficient principles. Third, promotion on structural position is conducted without tacking account job analysis and still influenced by political rationality, ethnicity. Baperjakat has weak authority. As expansion area, the implementation of human resources in public sectors development in Bone Bolango Regency faced with obstacle form internal and external factors. Internally, there exist some factors such as: limited apparatus resources capacity, limited authority, promotion and mutation did not based on job analysis and determined by Leader (Bupati). The external factors among other are politic, ethnicity, and economic condition and lack of cooperation with relevant parties, those factors will hamper the implementation of human resources in public sector development in expansion area government environment.*

***Keywords:** capacity building, human resources in public sector, Local Government*

Implementation of capacity building is series strategies aimed at improving efficiency, effectiveness, and responsiveness of the government performance, by centralizing the attention to dimensions of (1) human resources development; (2) organization strengthening, and (3) institutional reform. In context of human resource development, the attention directed to personnel provision that is professional and technical. The activities that is done such as training, paying salaries, condition and environment regulation and also appropriate recruitment system. In relation with

organization strengthening, the attention aimed at management system to improve the performance of the existing performances and tasks and micro structural adjustment. The activities that should done is organizing the incentive system, personal usage, leadership, communication, and managerial structure. Related with institutional reform, government should give attention to system and institutional change, and the influence of macro structure. In this case activities that should be done is conducting "game rule" change of economic and political systems, the policy and law change, and reform of institutional system that able to encourage market and development of civil society development (Grindle, 1997a)

Based on above explanation, it can be concluded that effort of governmental human resourced

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development either Central or Local Government that according to the experts as explained above can be concluded that some capacity building dimensions such as human resources development, organizational strengthening and management, human resources supply, infrastructure, network, environment and mandate, fiscal ability and program. The dimension can be narrowed so for capacity building according to the experts in the implementation including various level, that is system, organizational, and human resources level.

To respond various problems about apparatus resource capacity, Local Government of expansion results area (transition) including Bone Bolango regency, should take efforts of apparatus resource development that is more effective and efficient by using capacity building perspective, so it is expected able to produce government with characters of efficiency, effectiveness, and responsiveness in conducting the governmental task especially the Bone Bolango regency government will be better than before (Grindle 1997d). The results of above investigation showed that the apparatus resources development at Local Government face theoretical and empirical problems. From the theoretical investigation and research results showed that there are theoretical problems especially at transitional area that is the expansion results area. And even the theory and research did not investigate and discuss in depth the most important thing in the apparatus resource development of expansion results area that is, Recruitment and Promotion Model in the structural position. The expansion area in general facing various obstacles such as, apparatus resource capacity limit either in quality or quantity, the budget limit and authority limit. Because of that the apparatus resource development problem for writer need further investigation especially at design stage and development either through training and education, recruitment or promotion in structural post at expansion results area in the capacity building perspective to embody effective, efficient, and responsive government. It is according to the writer need further research, because theory and research that discuss about apparatus resource development in the capacity building perspective as explained above, did not investigate in depth at Local Government level especially expansion results area

(New Autonomy Area). It is proven with many autonomous areas that faced with the low apparatus resources. Ironically, the area has conducted apparatus resource development process through training and education, recruitment, and promotion but do not reach optimal results.

Strategic management basically can be defined as art and knowledge to formulate, implement and evaluate the cross functional decision that cause organization able to reach its performance objectives. According to Hunger and Wheleen (2003 h.4) strategic management is series decision and managerial action that determine the company performance in long term. Strategic management including environmental observation, strategic formulation (strategic planning or long term planning), strategic implementation, and control evaluation. Strategic management give emphasis at to observation and evaluation of environmental opportunities and threats by considering the company strengths and weaknesses.

Pearce and Robinson (2005 h.3) defined about strategic management as series decisions and actions that produce formulation and implementation of planning that is designed to reach company objectives.

Moreover, Wahyudi in Arisman (2007 h.20) defined strategic management as art and science in formulating, implementing and evaluating about strategic decisions among functions that facilitate organization to reach future goals.

Nawawi (2005 h.149) stated that "strategic management is big scale planning that orient to long term range (vision), and determined as top management decision, to facilitate organization to interact effectively (mission), in effort to produce quality operational planning, by directing to goal achievement optimization (organizational goal) and various organizational objectives (operational goals). Moreover, it is stated that "strategic management is managerial effort to grow organizational power to exploit the emerging opportunities to reach determined goals suitable with determined mission". Other definition that stated by Nawawi and Arisman (2007 h.21) "strategic management is process or series activities to make decision that is fundamental and comprehensive in nature, and followed with implementation manner, that is made by top management and



implemented by all level of organization to reach the goals”

Various views above about the strategic management fundamentally is the strategic management process that consist of three main stages, that is strategic formulation, strategic implementation, and evaluation and strategic control that is related harmonically.

According to Pearce and Robinson in Arisman (2007 h.22), strategy is defined as big scale plans of manager and orient to future to interact with competitive environment to reach organizational objectives. The strategy is reflecting organizational awareness about how, when, and where they should compete and minimizing the competition limitation. Many organizations, either profit or non profit organization have strategies that are not determined, incremental, or intuitive, that never be articulated or analyzed.

The definition underscored that capacity is very complex, not only directed to abilities or technical competence but also related with how to use or determine the source as 'input' as quality output. Further explained that.

“Capacity is ability of an individual, an organization or a system to perform functions and to meet objectives effectively and efficiently. This should be based on the continuing review of framework conditions, and a dynamic adjustment of functions and objectives”. (GTZ, 2005:11)

From above explanation, it can be concluded that the presence of capacity building ideally can be done in unlimited time scope, even capacity building can be done without preceded by the presence of inhibitions or the decrease of capacity either individual, organization or institution and change that run anytime. From the reason, then the capacity building can be said as a process to improve individual ability, organization and institution that aimed at 1) analyzing environment, 2) identifying problem, needs, and opportunities, 3) formulating strategy, 4) threatening action plan, 5) using effectively and continuously existing resource to implement, monitor and evaluate action plan, and 6) used feedback as learning process.

For today, there is no clarity about where the regency/city as area and institution will be developed. With other word, vision and mission, regency/city as area and institution is not formulated yet clearly and

firmly. Vision and mission still be misunderstood as slogan as written in the governmental banner or at the resident roof tile, if not, still stuck at philosophy stage. Even vision basically is the future mental model, view point where the governmental institution will be brought to be exist, anticipative and innovative. And also vision can not to be too abstract, but should be imaginable, tangible and desirable. To embody the vision, Local Government should has clear vision. The mission statement bring organization to focus, mission explained how to do (LAN, 2000 h.1). Like a road, mission is the way that should be passed through to make goals and objective can be done, such as considering what will be done and when be done.

Strategy is needed by organization entirely, for each work unit and for each function in organization. Strategy comprehensively is a managerial game plant that emerge from desired action. There is no strategy that is prevail for all situation. The success and failure of organization not only determined by appropriate strategy, but many other factor that determine the success, but preparing good strategy mean finishing 60% percents of problems. The strategy statement is success key in facing environmental change, that give direction for all organization. If strategy concept not clear, then the taken decision will be subjective or based on intuition only and ignore other decision.

In theoretical investigation about public management, capacity building is one of basic concept that develop rapidly since 1990s especially in line with the resource formulation either in the form of environmental degeneration, inefficiency and ineffectiveness of development and etc. Capacity building give a hope especially in framework to embody the goal for governmental implementation, that is in effort to improve effectiveness and efficiency of public management to goal realization that is expected before presenting theoretical investigation about capacity building firstly giving understanding about capacity building itself.

“Basic idea that become foundation to improve capacity. There are five basic idea that entirely try to improve local capacity through systematic effort that is done by government, either at Central or Local level. The five basic ideas are, first, societal capacity improvement to get continuous life, second, multisectoral and multidisciplinary approach for planning and implementation, third, considering organization



structure and technology development, fourth, empathy to social capital that can be built through experimentation and fifth effort to improve personal and skill of personal and institution.

Capacity building has dynamic and continuous characteristics and including long term time. Capacity building is defined as internal process, but can be stimulated by external actors. Capacity building ideally should be demand driven. External parties should become catalyst and supplementary, and focus to the existing capacity building and give support to the methodology. While its implementation should be incremental and modular. When the existing capacity at various level, capacity building become multi dimensional, and can be described as component, level, strategy, and intervention (Milen 2001). Because of its nature that is not single and dynamic, no single answer how to improve capacity (Imawan et al, 2006)

To make strategic fields that will be developed by local area in reaching vision and mission appear clearly then the things that can be done by Local Government, that is 1) get as many as possible information about the owned capacity and resources of the area, either information internal or external of organization 2) arrange, strategic plan of regency/city area, strategic plant of governmental institution of regency/city.

In Strategic Planning of Governmental Institution, strategic field that should be developed is very determining the type and scope of yearly, semester, and quarterly or monthly policies. In the formal strategic planning related with three types of planning, strategic plan, medium range program, and short range budget and operating plans. The thing that should be given attention in this case is such as type, amount, and quality of governmental institution that is needed, type and managerial skill level that is needed including the leadership types, and public accountability system and governmental organizational culture.

To make apparatus resource development at local area become more pertain to the target in the capacity building should be considered four basic phase that will be passed through. First, design phase, including certain parties involvement or donor constituency that able to produce input for apparatus resource development strategy, either in or out of

governmental institutions such as, administrator, commissioner, board members, private foundation etc. second, project implementation phase that select the implanting contractor or certain administrative unit to initiate and implement a program. Third, capacity acquisition phase, from various activities and training that occurred and informal experience that is acquired will form new expertise including improving insight, talent, potential, and work ethos. Fourth, the performance phase where individual capacity will be manifested in the task achievement and final evaluation. Other things that should be considered from each phase is the other influence in the form of events that maybe not related with the program, such as post rotation, political change, force major event, such as natural disaster, social conflict, and etc, that often cause apparatus resources development program appear ad hoc and instant and experience stagnation (Grindle, 1997)

Beside all improvement and environment above, Local Government also needs conducive environment, where from it can be used for benefit of local area. From here, it should be tried to make (1) legislation regulation environment at higher level that is conducive, and (2) guaranteed security and order at local area. Legislation that support local development should be used where security and order should be created and used optimally for development and public service at local area.

## METHOD

The research used qualitative approach. According to Lincoln & Guba (1985) called as naturalistic approach. Through the qualitative approach, the researcher describe and found a phenomenon that has unique characteristic in apparatus resources development in perspective of *Capacity Building* and its solution alternative. Reason to use the qualitative research method considered as appropriate because the fitness between qualitative research characteristic with the investigated phenomenon. The usage of qualitative research method is directed to describe and analyze apparatus resource development phenomenon in the capacity building perspective that include three problems. First, the apparatus resource development design. Second, the apparatus resource development implementation. Third, obstacles in the



apparatus development implementation. Relevance of the qualitative research usage can be understood because each problem has specific phenomenon and interrelated either mechanism, implementation or obstacles that faced by government in apparatus resource development. The research is descriptive research especially related with the research focus, beside that the approach also present holistic form or comprehensive form in analyzing a social phenomenon. It is suitable with the Widodo and Mukhtar opinion in Harsono (2006 h.109) that stated that the descriptive research method is a method that is used to find wider knowledge toward the research object at certain time. While according to Nawawi in harsono (2006 h. 110) the descriptive method can be defined as problem solving procedure that is researched by describing research object (someone, institution, society, etc) at today time based on appearing facts and as the fact. The data analysis method in the research will be done by using data analysis plan according to interactive model that consist of 3 analysis components: data reduction, data display, inference. In analyzing data, the research refer to theory that stated by Miles and Huberman (1992)

## RESULT AND DISCUSSIONS

### Design analysis of apparatus resources development in the capacity building perspective

Design is foundation of program planning arrangement of apparatus resources development, because all organization activities based on the program plan either long term or short term that is not free from the design that has been regulated by the law or governmental regulation. With the plan it is possible for decision making to use apparatus resources is a process of systematic design about need estimation and apparatus procurement. With the amount estimation and apparatus need type, Local Staffing Body will have good planning in recruitment, selection, development of employees and other activities. Narrowly, the apparatus resource planning mean estimating systematically the apparatus resources needs at each organization today and in the future. Apparatus resource planning in each organization is

very important, not for the organization only, but for apparatus and society.

Long term human resources planning according to Ruki (2003 h.70), not only focus to quantity, but also at competence aspect that should be owned. The more important, the strategic human resources will determine the competence type as needed by company (organization) in ten up to twenty years in the future. The strategic planning also should determine "knowledge worker", what type that will be needed by organization so should be developed since now. In governmental organization, the human resources planning become important element in the strategic planning. Strategic planning as organization decision about what will be achieved suitable with organization mission and how the way to achieve the mission. Planning is directed to program to recruit, select, and place and give training, development and anticipating promotion or employee transfer that is needed.

As expansion area, Bone Bolango regency has conducted effort to develop apparatus resources as programmed in the RPJMD of 2005–2010. From research results data, it is known that the design model of apparatus resources development of Bone Bolango regency principally not too different with policy that implemented by Central Government. Bone Bolango regency government in designing apparatus resources development did not conduct innovation yet based on the local characters and needs, but still fully conducted the things that contained in the Central Government policy and follow old model that is routine in nature, where the Local Government in designing program only replicated from that has been done in past without significant change that is suitable with the local condition. Design model of apparatus resources development like this will produce dependence culture to Central Government, so if there is policy change at the Central Government will influence the policy at local level. Beside that, there is some policy outside of design that is regulated by Central Government, such as in the recruitment in civil servant employee and also education and training activities but limited at technical things and not touch the substantial problems.

From field data, it is found that apparatus resources development design at Local Government of Bone Bolango Regency refer to regulation that is



regulated by Central Government in the form of Act and governmental regulation. The presence of Central Government regulation is very determining the apparatus resources development policy at local area in the future. Apparatus resources development program that is planned by Local Government especially education and training, recruitment and official promotion planed based on the determined regulations. Bone Bolango Regency as new regency of expansion results conducts effort for apparatus resources development especially education and training program entirely based on Central Government normative regulation and provincial policy in the form of governor decree. The design of apparatus resources development of Bone Bolango Regency as explained above, give meaning that there is still commitment inconsistence of government in implementing decentralization concept including in the apparatus resources development, where the policy still centralistic in nature, it can be seen with various normative regulation that should be come the foundation of Local Government to do development efforts. Based on Act No 43 of 2003 about Staffing Points, especially in the Section 31, that is; subsection 1) to reach much effectiveness, it is conducted regulation and implementation of education and training of Civil Servant that aimed at improving dedication, quality, expertise, abilities, and skill, subsection 2) the stipulation implementation as mentioned in the subsection 1), determined by governmental regulation. About the normative rules that become the foundations of apparatus resources development by Local Government including Bone Bolango Regency. Furthermore, it can be seen in the Governmental Regulation of Indonesian Republic No 101 of 2000 about Education and Training of Civil Servant Post. Education and Training is process of learning in effort to improve the governmental apparatus capacity. Education and Training Controller Institution is State Administrative Institution that regulate, coordinate, and implement the education and training. The education and training management by Governmental Education and Training of Non Department, State Highest Institution Secretariat and Education and Training Implementation Body of Local Area.

Apparatus resources development design at Bone Bolango Regency experiences difficulties as explained above, that the limited human resources

either quantity and quality so need alternative effort beside the regulated program by Central Government. For creativeness education and training activities in each education and training still exist but not run optimally because either system, method up to the curriculum still influenced by Central Government. Creativeness of Bone Bolango Regency in effort to develop its apparatus resources not run optimally yet and still seems reluctant to run it because felt what Central Government give is good enough. The emerging idea about creating training design beside that is regulated by Central Government appeared from the investigation results about effectiveness of various education and training that conducted so far do not answer the needed and shortage of apparatus resources capacity in the Bone Bolango Regency environment.

Based on data of research results, Bone Bolango Regency has designed apparatus resources development program through promotion in the structural post. In the case of structural post promotion, the Bone Bolango Regency get difficulty in the apparatus resources capacity so implicate to the structural post promotion. But with the autonomy power, Regent as the local leader that has authority to conduct his or her power himself, such as to fulfill the regents needs through recruitment process, the employee either in government bureaucracy or outside government of Bone Bolango Regency fill post formation. The ideal consideration done by Baperkajat but finally the Regent that has authority to decide who that have same direction with him, then the official that is appointed or inaugurated to fill the post. The design uncertainty toward the promotion process in the structural post that occurred when civil servant is appointed before fulfill the administrative requirement event the employee did not reach minimum rank as requirement. For example, a staff that still at IIIb group/rank get promotion to echelon III post, normatively the post should filled by IVa group and has followed Diklatpim II/spama. The conditions that also found in field that there is also strategic post such as Local Development Plan Body Head (Bappeda) filled by civil servant that still in IVd and did not follow yet the laddering education and training. The civil servant promotion in the structural post in the Bone Bolango Regency not all follow the regulation as determined by Central Government. It can be



proven by many strategic officials that found all Local Government Task Force (SKPD) either Body, Agency, or office that filled by official that normatively or competency not suitable. In fact, the condition become a choice in the staffing management at the Bone Bolango Regency with different model and do not violate the normative regulation that given. While the policy that is strive for such as placement of Local Planning and Development Body Head that previously did not fulfill the requirement, then the official placed as echelon II official that is Agency Head but not definitive but only Plt official, and also wear two hats for post one level under Agency head that is Economic Section Head at the Local Development and Planning Body.

The conditions require Bone Bolango Regency as new regency to increase apparatus resources capacity by designing alternative model of apparatus resources development. Field facts proved that the apparatus resources development steps has been done as programmed in the development and building program of governmental apparatus especially education and training activities that is useful and urgent for new government, because the main goal of the education and training is to form intellectuality and personality of the participants to be promoted in the structural post. Although in design process and implementation do not done yet by considering the real need of the local area so the development results do not show significant progress for the embodiment of competent apparatus. As new area, government capacity that has competence at certain field is a must, so apparatus resources development in embodying effective and efficient government is designed systematically, planned, and has good direction and goals. From the apparatus resources development theoretically can be done by role modeling, where the behavior standard and pattern of bureaucrats are formed through modeling. Beside that, the apparatus resources development design also can be done with recruitment process, work condition and training. Theoretically, education and training also explanation of education and training. Leopold in Arisman (2007 h.35) explained that "education is defined as activities which aim to develop knowledge, skills, moral values, and understanding required in all aspects o life rather

than a knowledge an skill relating to only a limited field of activity".

Based on the obtained data through informants stated that technical education and training actually has significant role in the apparatus resources development of government. The education and training aimed at improving the individual capacity and skill of governmental apparatus in effort to implement the task and responsibility that is given to him suitable with the task and unit function to him. In preparing to implement the autonomous Local Government system, that needs high professionalism and need expertise, capacity, individual skills, technical education and training get more attention.

From analysis above, it can be concluded that the apparatus resources development design model at the expansion area more difficult than non expansion area. Where the expansion area is faced with various limitation, that is apparatus resources limitation, fund limitation, and authority limitation. So the apparatus resources development design for expansion area can be done by planning program, identifying capacity, analyzing development needs and determined by some factors:

- Stipulation of Central Government in the form of Act and governmental regulation that is suitable with local characteristic and needs of the expansion area.
- Supported by apparatus human resources that is available and financial capacity that is proportional
- Partnership with non governmental institution (UNDP, NGO and Institute of Higher Education)

### **Analysis of apparatus resources development implementation**

#### **Apparatus resources development through recruitment process**

The apparatus resources capacity limitation encourage the Local Government especially the expansion area to take steps in filling various limitation. Bone Bolango Regency as one of expansion results area of Gorontalo Province experience the same condition, so needs development efforts especially the Local Government apparatus recruitment



implementation to fill the apparatus resources capacity needs either quantity and quality. Good and qualified apparatus resources capacities can be obtained through recruitment effort that based on competence. For that matter, Local Government should conducted recruitment process effectively, efficiently and should give accurate and sustainable information about the amount and qualification of individual that is needed to implement various main tasks and function in organization. Description about amount and qualification of employee should describe the need of employee to fill the formation. Recruitment is process of drawing some candidate to fill the vacant positions according to Flipppo (1992 h.152) stated that recruitment is process of looking for employee and encouraging them to apply in the organization. Siagian (2003 h. 102–203), stated that recruitment is a process of finding, looking for, and drawing candidate to be hired in or by organization. Further, Sulitayani (2003 h.133) stated that recruitment is process to find and draw applicant to be employee in or by certain organization.

Based on the research results either observation or interview, it can be stated that recruitment model that done by Bone Bolango Regency at initial step after inaugurated as new regency in 2003 is by conducting mutation process from parent government (Gorontalo regency), appointing honorary employee and receive new employee that want to be mutated to Bone Bolango Regency. For honorary employee, the Bone Bolango Regency very care for their existence, it is proven by the proposal for them to make them become civil servant. In the status transfer of honorary employee, only for them that in the database. For 2008, the honorary employee that become the civil servant of 98 persons that fulfill the requirement will be transferred, it means the remain 30 persons in the database did not be transferred yet.

The governmental policy of Bone Bolango Regency in the recruitment by appointing honorary employee is implication of the lack of apparatus resources. But the implementation should consider the competence that owned and conduct need analysis at each Local Government Work Unit (SKPD). The success of recruitment process able to influence the smoothness and success of functions and management activities of other apparatus resources

that done after the recruitment is completed. While the functions are including placement/allocation, development function, control function, and adaptation. While activities that include recruitment are selection, orientation and promotion. Recruitment according to Schuler and Jackson (1997 h.227) including effort to find employee candidates that fulfill the requirement in certain amount, so from the them a company (organization) able to select the most appropriate persons to fill the vacant positions. Beside that recruitment not only draw the someone interest to work at organization, but also improve the ability to defend them after work for the organization. So recruitment is series activities that is used to get applicant that fulfill the requirement.

Key activities that is part of recruitment are

- Determining the short term and long term needs of company (organization)
- Make serious effort to get information about the labor market
- Arranging effective recruitment program
- Arranging systematic and integrated recruitment program that related with other human resources activities and cooperation among line manager and employee.
- Getting employee candidate or fulfill the requirement
- Noting the amount and quality of applicant from various sources and each recruitment methods
- Conducting follow up to the employee candidate either that is received or rejected, to evaluate the effectiveness of the recruitment.

Principally, the meaning of recruitment is process to find and drawing applicant to be employee at or by certain organization. Then recruitment defined as series activities to find and attract applicants with motivation, capacity, expertise, and knowledge that are needed to fill the identified lack in the staffing plan. Furthermore, the recruitment can be stated as process to find and draw the interested and qualified applicants to the vacant position.

The opinion for expansion area including Bone Bolango Regency sometimes difficult to be implemented, recall to the condition is the high lack of apparatus resources and so apparatus recruitment often not considering the competence factors. As that occurred at the Bone Bolango Regency, recruitment



either mutation from parent regency or other area do not consider need analysis but just consider if he is native person or not and want to dedicate will be accepted. Moreover, if the honorary employee appointment in the initial process not based on the need analysis even the honorary employees that are appointed just graduated from Senior High School/ equivalent. The condition of course influence the apparatus resources development. Before recruitment, there is formation arrangement stages that basically is post mapping, about two side, how many personnel and with what task. If a unit no activities, each year is different then in the formation arrangement, there is post mapping, but the guideline about that from Central Government according to information from some respondent said as not present yet. The formation implementation so far based on the activities from existing unit, for example, education and training unit. If the education and training of the next year lack then the personnel amount can be moved to other place and do not need formation again. While for units whose mission and vision increasing its activities in the future then able to get a flood from other unit and if still lack then can do recruitment.

In the employee formation proposal in the process is the proposal from institutions through internal need analysis at institution of Central Government or Local Government proposed to BKN for approval. But today the approval authority not only at BKN only, but also should get approval from Minister of State Apparatus Efficiency (Menpan) approval. The tendency today that occurred usually the proposal that proposed to BKN does not experience approval obstacles, but after pass through Menpan the process become stricter and usually the approved ones based on the present quota, not based on the needed of the proposing institutions (Thoha, 2007)

From the discussion above, it can be concluded that, the apparatus resources limitation has influenced the Local Government apparatus recruitment process. The recruitment model at Bone Bolango Regency more considerate to quantity, recall the area is new expansion area that lack of apparatus resources so the recruitment also can be done by appointing the honorary employee that do not consider their competence as needed by each SKPD. It clearly

influences apparatus resources development process in the future.

### **The apparatus resources development through formal education and education and training**

In responding the strategic environment change dynamic, each organization required to manage each change appropriately. The organization is organization that grow dynamically, that change continuously, either to fulfill the development need or to face the strategic environmental change, either internal or external of the organization. The professionalism building and development become one of appropriate efforts to face and respond various challenge that related with the strategic environmental change. As effort to embody the professionalism demand of civil servant employee, Act no 43 of 1999 has determined some changes in the civil servant management. The change bring consequences that each governmental organization either Central or Local should has human resources of civil servant that fulfill either quantity or quality, so able to implement their task and function professionally.

With the implementation of local autonomy effective since January 1 of 2001 as implementation of Act No 32 of 2004, about Local Government, then the government position become stronger, where Local Government not only run the desire and aspiration of Central Government, but many local aspiration that should be fulfilled. Because of that it needs tricks from regency government in effort to develop its capacity to give the best to public. The conditions can be responded if the local apparatus quality suitable with the increasing complex task demands. In this case it needs apparatus resources development so the apparatus quality suitable with the expectations in the Act No 32 of 2004. So the local autonomy, apparatus human resources development should get main priority.

Apparatus resources development is directed to the quality, productivity, effectiveness, and efficiency improvement of all governmental administration arrangement, including discipline capacity improvement, dedication and modeling and apparatus welfare, where all directed for the local apparatus that able to conduct all of governmental, developmental, tasks,



and societal building task especially in serving protection and growing initiative and active role of society in the development. The presence of apparatus education and training that done by Bone Bolango Regency not free from the policy to improve the abilities of apparatus, so in running the governmental activities, development and service to society can be implemented well.

Based on the facts and theory comparison results as explained above, then it can be concluded that the apparatus resources development model at expansion area through education and training can be done effectively and efficiently that is based on the local needs, by giving emphasis at the openness norm, give emphasis to quality and regulated by regulation that give authority to the local area to innovate suitable with the local character and needs.

#### **Apparatus resources development analysis through promotion in the structural post appointment**

The apparatus resources development of local area is absolute thing that should be done to ensure that local area able to run its role. Apparatus resources development demanded to produce governmental apparatus that has sufficient capacity in formulating and implementing the governmental policy. Promotion in the structural post appointment is the most important factor in effort of apparatus resources development of Local Government. The promotion implementation in the structural post has been regulated by Central Government either the mechanism or the implementation. The game rule in civil servant promotion has been formulated in standard used as guideline for the policy implementer in conducting promotion in the structural post since the administrative requirement up to the inauguration. The promotion rule, implementation in field less strict where a side of promotion of civil servant in the structural post should be conducted suitable with the prevailing norm, at other side, there is no strict sanction for the violation. It is of course confusing the implementer at the low level bureaucrat in implementing the promotion policy.

Regulation that is regulated by Central Government especially that related with promotion in the structural post become juridical foundation in promoting civil servant produces many problems in

the implementation, that is not considering value system in the local area, no work achievement indicator, as the consequences, in the civil servant promotion there is different understanding about the work achievement and the minimal role of the Baperjakat as the authorized body to do appointment process of structural post. The Bone Bolango Regency government in promoting the civil servant in the structural post still refer to the rank, post, work period, post training, education and age.

From explanation above, it can be said that the role of Baperjakat only limited at discussing the candidates that can be promoted to structural post, the decision who that will be promoted decided by the regent. The role of regent as the staffing building official of regency and also as political official very dominant in promoting the structural post employee because the regent able to decide other, even deviate from the consideration and suggestion of Baperjakat. Baperjakat in this case is political instrument of the ruler to defend his power by dictating the Baperjakat meeting results. The promotion mechanism in the structural post, the candidate names given to the decision maker (regent) and Baperjakat. It should be known that in the echelon official at the Local Government has been regulated and given its implementation to the institution that considered as independent, that is Baperjakat, but the institution always influenced by political culture and power distribution in the government itself. The statement is supported by Thoha (2008, h. 77) explained that the bureaucracy leadership in the reform era occupied by local leader who his candidacy through political party. While, in the Local Government, there is governmental bureaucracy that placed governmental bureaucracy that is in organization under local leader of the political party (the bureaucracy under the control of the major)

Based on the analysis results as explained above, then it can be concluded that the promotion models in the structural post appointment of Bone Bolango Regency produced many problems in the implementation that influence the performance implementation or apparatus resources development in the future. As the expansion area, for promotion activities in the structural post promotion done based on the post analysis and need analysis that related with the political rationality, ethnicity, and done fully by Baperjakat. So



the implementation of apparatus resources development through promotion in the appointment of structural post able to produce official that has capacity that suitable with the needs.

### Obstacles analysis of apparatus resources development

The apparatus resources development has become the attention of central or Local Government since the prevailing of the Act No 22 1999 about Local Autonomy and then experienced changes with Act NO 32 of 2003 whose some of the content changed including for the staffing, especially the authority of Local Government leader about echelon official recruitment in the Local Government are although there are still weaknesses especially related with the regent/major authority in the structural post determination. The authority that has been delegated to Local Government as the embodiment of realizing the normative principle. Decentralization is bring nearer government to the people through public service, creating higher societal participation and encourage the government to be more responsive to the citizen. It can be done if the Local Government has professional apparatus resources, initiative, and capacity to innovate in conducting its basic functions. To reach decentralization normative principles, and related with the minimum local experiences in conducting the authority, it need series strategies to strengthening the local abilities through apparatus resources development.

Authorities that are delegated by Central Government, in the reality there are some that still use centralization, including in staffing, everything regulated by Central Government and applied in standard to all local area without considering the local characteristic and transitional factors of new expansion area. At other side, the centralization system especially Central Government intervention to control and oversee the Local Government are needed recall to the presence of some local policies that are not suitable with the local autonomy policy. Based on the data as explained above, the apparatus resources development at expansion area more complicated if compared with non expansion areas. Bone Bolango Regency as the transition area after expansion from Gorontalo Regency experiences problems especially in

arranging apparatus resources development, where the apparatus resources capacity very limited. From the problem, Local Government has done effort of apparatus resources development activities. The apparatus resources development program implementation so far did not answer the faced problem of Local Government, it is caused by the obstacles either internal or external. The apparatus resources development at the Bone Bolango Regency can be influenced by two factors, that is internal and external factor. What mean of internal factor, that is include all organizational life that can be controlled by leader or organizational members, while the external factors are factors that outside of organization.

### CONCLUSION

Based on the analysis results that is explained before, some conclusions can be taken from the research:

Apparatus resources development design in the capacity building.

- Apparatus resources development in the local government of Bone Bolango Regency still use centralization model, where the apparatus resources development design so far still dominated by regulation that made by Central Government either that include system, method or the programs come from Central and Provincial Governments. The development model dependence to above government (provincial and central government) in development that is suitable with the characteristic of Bone Bolango Regency. Beside that, in the research the researcher concluded that apparatus resources development often only implemented by Local Government program routines. Implication of the development model like this unable to answer the societal demand for public service and staffing quality development needs at Bone Bolango Regency as the expansion area. Especially, in the advance education and training, Bone Bolango Regency still uses centralized system, that is no coordination and authorities to SKPD.
- Beside that, the research results showed that Local Government of Bone Bolango Regency as the expansion area has limitation of apparatus resources capacity that is competent, that is



the amount of government apparatus that are recruited not based on the need analysis of SKPD, it influences the governmental apparatus performance and design of apparatus resources development, that is the lack of competent employee in the planning especially the apparatus resources development. Because of that, it can be concluded that the design model of apparatus resources development at the expansion area more complicated if compared with non expansion area. Where the expansion area face various limitation, that is the limited apparatus resources for expansion area can be done with program planning, capacity identification, real need analysis of Local Government and conduct cooperation with independent and competent institution.

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