

Strengthening the Capacity of Human Resources Apparatus in the Implementation of New Autonomous Regions

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Abstract

This research was conducted in Seluma regency as mandated for decentralization through new autonomous regions formulation policy based on Law Number 3/2003. This study analyzes the extent of Human Resource (HR) strengthening capacity of State Civil Apparatus implementation. The data were obtained through documentation, observation, in-depth interview and Focus on Group Discussion. Informants were determined by purposive sampling technique. The process of data analysis was conducted by collection, condensation, presentation and decision making and data verification. The results show that the capacity strengthening of human resource apparatus in Seluma Regency has not reached the objectives optimally. It is caused by some factors such as the lack of budget and leaders' commitment in strengthening the capacity of their human resources.

Keywords: Capacity, Human Resources Apparatus, New Autonomous Regions.

1. Introduction

Tightening the new autonomous regions is applied because the expanded regions are burdening the State Budget (APBN) which in financial term, they still depend on the Central Government. The formation policy of new autonomous regions is relatively not showing meaningful influence; even in a long term it tends to cause significant gaps due to unequal distribution of Natural Resources (NR) and Human Resources (HR) between the parent region and DOB (Yuliadi, 2012). Previous study suggests that the economic performance between the parent region and new autonomous regions in Bengkulu Province is inequality in term of economy. It means that, the expanded region has a lower economic level than the parent region (Arianti, 2013).

The failure of new autonomous regions may be caused by some factors such as legislative path, narrowing the fiscal capacity of the Central Government, dependency on National Budget is getting bigger, and the weakness of the span of control from the central government, and the threatened and higher life burdens of environmental sustainability (Tenrini, 2000). The formation of new autonomous regions is far from what is expected and tends to cause conflict, both vertical and horizontal which in turn sacrifices people or society. Meanwhile, the political elites blame each other and claim as the most

correct one for this failure (Kamuli, 2010). According to the study, State Ministry of National Development Planning/National Development Planning Agency Republic of Indonesia, horizontal conflicts not only disrupt the stability of community life, but also threaten the national integration (BAPPENAS & UNDP, 2008).

Indonesian Government issued the Government Regulation/Peraturan Pemerintah (PP) Number 59/2012 on the National Framework of Local Government Capacity Development by developing capacity of human resources including knowledge and insight, skills and expertise, as well as formatting attitudes and working behavior of the regional government. It is implemented by conducting formal education, training and courses, seminars, internships, mentoring, personality education, and in-service education (PP Number 59/2012). This policy becomes one of the central government's efforts to improve the performance of new autonomous regions in order to increase the public welfare.

Seluma Regency is one of the areas that has a mandate of new autonomous region establishment based on Law Number 3/2003. The performance of Seluma Regency in service functions and development is still low compared to other areas in accordance with its regulated authority. It can be seen from the Human Development Index (HDI) ranked 11 of 11 regencies/ cities in Bengkulu Province (BPS Bengkulu Province, 2013). Also, BPS data shows that the poverty line reaches 21.22% which is included in high category (BPS 2013). Meanwhile, local tax revenues (PAD) in Seluma Regency contribute only 3% to Local Budget Government (APBD). Such failure indicator may be triggered by the low capacity of human resources Apparatus and need to be improved. In addition, a series of corruption cases by bureaucrats implies that the achievement of the Seluma Regency Governance Index became the worst in Indonesia by 2013 as stated by Executive Director of Partnership for Governance Reform, Monica Tanuhandaru in the *Konferensi Nasional Pemberantasan Korupsi* (KNPK) held by Corruption Eradication Commission (KPK) at Balai Kartini Jakarta (Bengkulu, 2014).

Based on the above description there are empirical problems in the management of the new autonomous regional government. The first influencing factor that influences is the institutional system does not run according to the rules of legislation triggered by the low capacity of apparatus resources. The objectives and objectives of this research are to analyze the extent to which human resource capacity has been strengthened by the Regional Government of Seluma as the organizer of new autonomous regions so that it can support the process of achieving regional autonomy goals. This study contributes to the implementation of strengthening the capacity of Human Resource in order to improve the performance of the implementation of new autonomous regions in Seluma Region. In order that the management of new autonomous regions can run ongoing basis, it is important to do the human resources capacity apparatus program planning in the hope that the apparatus can become a trigger to increase the work capacity.

Implementation of New Autonomous Regions (DOB)

In term of capacity of local government organization, it is interpreted as how the institutional ability can achieve the objectives that have been determined and require adequate capacity of HR ASN (Berliner, Greenleaf, Lake, & Noveck, 2015). Achievement of the institutional goals can be seen from its performance. It can be measured through several ways, such as by evaluating the output or outcome and the impact that occurs on the institution. Also, program evaluation approaches can be done by studying the institutional performance and conducting an audit (Liaghat et al., 2013). In conclusion, the institutional performance is the ability of an institution to use its resources effectively and effeciently. Thus, it can produce output and outcome in accordance with organizational goals and relevant to the needs of the community (Ciobanu & Androniceanu, 2015). To that end, the management must take proactive action (Ibrahim, et.at, 2015; Mcgowan & Tunde, 2014).

The context of DOB implementation is how the administrators explore the potential of their region and motivate the human resources of ASN to work professionally for the welfare of the community. Difficulties in accelerating regional growth and the occurrence of fragmentation lead to a

small local tax revenues (PAD). It makes the DOB in financial term still depend highly on the central government (Tenrini, 2000). Failure indicator of DOB occurs because of the inability of bureaucrats to manage governance. The institutional governance has not yet fully based on efficient and rational organizational principles, so that the organizational structures are less proportional (BAPPENAS & UNDP, 2008). There are still irregularities that lead to misuse of authority (corruption), the neglect of ethical values and work culture in the bureaucracy that undermines the work discipline, work ethic, and productivity (Darmi, et al., 2016). These conditions make the poverty and economy of the society is no better than before the formation of new autonomous regions (DOB). The commitment of new autonomous regions (DOB) regional leaders in carrying out good governance has not yet in line with regional autonomy philosophy (Devaux et al., 2009).

Moreover, the duties and authority of new autonomous regions (DOB) organizers is based on Law number 23 of 2014 on Regional Government to carry out obligatory affairs namely basic service affairs such as education, health, social, housing and others. Compulsory functions for non basic service affairs such as labor, empowerment, transportation and others are adjusted to the conditions and character of the region. The implementation of such affairs must be guided by the objectives of the formation of the new autonomous regions (DOB).

The performance measurement of new autonomous regions (DOB) organization as a public sector is different from the private sector. In the public sector, performance is focused on the extent to which services have been received by the public as disclosed (Mardiasmo, 2004). In the governance organizations, DOB indicators have not yet reached the benefits or outcomes and the indicators used are still very limited. Performance indicator used is how much percentage of budget made has been implemented/ done (Darmi, 2017).

Measuring the implementation performance of DOB is how the realization and achievement of the work program targets of DOB Local Government of every year as reflected in the Regional Budget (APBD) can be read in the Accountability Report of Local Government (LPPD) from Regent to Regional House of Representatives (DPRD) and to Community and also the Performance Accountability Report of Government Agencies (LAKIP) (Darmi, 2017). One way to improve the performance of DOB in Seluma Regency is through enhancing leadership capacity (Ho, Ang, & Tee, 2015; Ibrahim, Amin, Ghani, Hashim, & Salleh, 2015; McGowan & Tunde, 2014; Darmi & Suwitri, 2016).

Capacity Concept

To overcome the problem of DOB implementation, the capacity development is needed (Faozan, 2006) through institutional strengthening which includes 3 (three) institutional elements. One of the elements is the capacity building of human resources apparatus. The idea (Grindle, 2010) which places the capacity development of human resource as a priority in the capacity building programs needs to be considered by the local government. Human resources apparatus is very important because it supports the performance of institutions through work, talent, creativity and a tangible role in achieving the vision and mission of an institution /organization.

Several previous studies have highlighted the importance of capacity building in the management of an organization (Brown, et. at, 2001; Devaux et al., 2009; Grindle, 2010; Horton, 2003; Matachi, 2006; Rogério & Alex, 2014; Warzynski, 2005), so, those reviews recommend the capacity building is absolute to be done to achieve organizational goals including individual, organizational and system capacities (Khristina & Puatu, 2009; Rao, et. at, 2014; Jenatabadi, et. at, 2013; Ocheni, S & Atakpa, M, 2012). From several aspects of capacity building, human resource has an important role in achieving mission and vision. A high capacity ASN is crucial to the success of the autonomy and development programs in the region (Igwebuike, 2014; Maharajj, 2000; Mark, 2006).

Human Resource Apparatus in Capacity Building Reviews

The concept of human resource capacity of the State Civil Apparatus (ASN) can also be assessed in the capacity building theory. Many experts have different ideas about the capacity building/development. Capacity Building is a series of strategies aimed at improving the efficiency, effectiveness and responsiveness of the performance. The concept of capacity building is a process that can improve the ability either individual, group, organization, or a system to achieve certain goals and produce output and outcome according to the target (Brown et al., 2001). Capacity building is a process to do something or a series of activities which become a multi-level change within individuals, groups, organizations and systems in order to strengthen the capabilities and adjustments of individuals and organizations to the changing environment. Discipline, motivation and value possessed by the ASN will significantly affect the organization performance (Agussalim, et.at, 2016).

According to (Morgan, 2006) the success of a capacity building program can be reviewed from 3 (three) things namely; 1) Product, which is the achievement or improve the capacity actually, includes the evolution process from the beginning of the program, the current progress and the expected progress. The product is seen as a "process" of how to achieve the expected objectives; 2) Performance or outcome, is the real result achieved from the capacity building program. Performance of the capacity building is designed in a short and long term; 3) Sustainability of capacity building. One of the successes of a capacity building program lies in the continuity of the program in the future. The completion of a capacity building program does not mean the cessation of activities to improve the capacity of an organization.

Organizational capacity building is generally closely related to the human resources, knowledge and management processes undertaken by the organization including, staff, infrastructure, technology and financing which are the primary resource capacity of each organization. Plus leadership strategies, management processes and networks and good relationships with other parties (Horton, 2003).

Moreover, (Horton, 2003) explain the capacity of human resources is how leaders can collaborate, innovate and give motivation through educational processes, teaching and learning extensively to human resources with a variety of educational methods both pedagogical and andragogy approach. Beside formal, non-formal education such as courses, training, internships, socialization can also be implemented. These methods should be done continuously within a specified time. In the implementation of DOB, the development of human resource capacity is absolutely necessary which is closely related to the dimension of regional government institutional reform.

In addition, World Bank emphasizes the capacity development is more oriented to the development of human resources apparatus who implement the policies by recruitment, training, placement (promotion and donation), termination of work, managerial and technical system (Matachi, 2006). The concept of capacity development of HR ASN has several characters, they are: 1) it is a process or strategy; 2) focus on capacity building; 3) it is at the level of individual, organization or institution and community or system being built; 4) it is done within the specified time 5) has a purpose to respond to environmental changes.

The government's efforts to increase the capacity of human resources apparatus can be seen from the issuance of Law Number 5/2014 concerning the State Civil Apparatus (ASN). The enactment of this Law has become a good opportunity for ASNs throughout Indonesia. The management of ASN will be guided by a merit system. ASN's career development is based on qualifications, competencies, performance appraisals and the needs of Government Agencies which take into account integrity and morality. If the management of ASN is in accordance with the legislation, the performance of the new autonomous regions can be achieved as expected.

Another concrete effort in improving the performance of DOB is the central government issued Government Regulation (PP) Number 59/2012 on National Framework of Local Government Capacity Building as an effort, so that local governments can conduct governmental affairs based on autonomy principles and also to improve the performance of local governments in organizing affairs under its

authority. One of the scopes of capacity development in the Government Regulation is the development of human resources apparatus.

Consequently, the purpose and objective of strengthening the capacity of human resources apparatus is to improve the quality of apparatus. ASN is considered as an asset who has opportunities to develop, get motivation and stimulus. Human resource management of ASN can use information obtained from their performance assessment. The result their performance appraisal will become the performance achievement of DOB.

2. Method

Location and Research Sites

The research was conducted in Seluma Region of Bengkulu Province, Indonesia as the organizer of new autonomous regions. The focus of this research is at the Regional Personnel Board (BKD) unit which is mandated to perform the planning, management and evaluation of its human resources ASN.

Data Source

Sources of data in this research were: 1) the secondary data were sourced from media print/ online news, records of human resource ASN conditions, documentation/ drawings and meeting results conducted by BKD, regulations related to the development capacity of human resource ASN; 2) the primary data were taken by conducting an interview and Focus Group of Discussion (FGD) in order to get information from the selected informants and several observations by the researcher himself.

Time and Informant Research

The research was conducted from 31 August until 30 December 2016. The Primary data source involved 22 respondents. In determining the informants, the researcher used purposive sampling method with approach based on criterion (Patton, 2009). The informants selected were people who were considered to have information and know much about development capacity of human resource ASN. They were classified based on 3 characters consisting of; 1) people who know directly involved with the management of human resources ASN namely, the Regional Secretary (Sekda), Head of BKD, Head of career management, Subsection head career management, Head of pension and mutation, Head of staffing information (IKA) and 1 Functional staff of BKD; 2) informants who directly supervise activities of human resource ASN, they are: a) informants with ASN status were Head of Inspectorate, Head of Evaluation, Auditor area 1 who specially handled the supervision of human resources ASN, Head of Civil Service (Pamong Praja) supervises the enforcement of Regional Regulation and also supervises the ASN personnels outside the office during working hours; b) non-ASN informants but mandated to oversee the management of HR ASN they are Vice Chairman of DPRD, Chairman of Commission III of DPRD and 5 members of DPRD. The information was information obtained by conducting FGD; 3) the informants who were the human resources ASN with functional positions who got benefit from the capacity building policy consisted of 1 person per each field, namely health professional, teacher, PPL farmer, sub-district staff.

Data Collection Technique

To understand the implementation of human resources ASN capacity in Seluma regency, firstly the author did visit and consultation with the Secretary of the Region (Sekda) as the highest position of ASN. Then, visited the informants' characteristic 1 and ended with the functional staff BKD. For informants' characteristics 2, the author visited the informants group "a" and continued to group "b". When the information and data that met the rules and objectives were obtained, then the informants of characteristics 3 were visited.

Data Analysis

The data were analyzed by 1) classifying the data either secondary or primary; 2) Condensated the data to be compiled, sorted and built data analysis performance; 3) the researcher performed the data presentation as well as the confirmation of the data and the deepening of data analysis; 4) the researcher drew conclusions by performing data analysis in accordance with the construction of the discussion of research results (Miles & Huberman, 2014).

3. Results and Discussion

The total number of human resource apparatus in Seluma regency were 4.164. This number is increasing every year. At the time of regional expansion, the numbers of ASN was 2.471 people. In 2010, it creased to 3.723 people or grew as many as 1.252 people and in 2015 became 4.164 people, as seen in table 1 below.

Table 1: The Increasing Number of HR ASN over 6 Years

Nu	Year	Total Apparatus (people)
1	2010	3.723
2	2011	4.055
3	2012	4.100
4	2013	4.156
5	2014	4.185
6	2015	4.164

Source: Data from BKD of Seluma Regency (2016) and (Darmi, 2017)

Based on gender, about 55% of human resources apparatus were dominated by men 2.301 people and women were 1.863 people, as seen. By the age, human resource apparatus were grouped as follow; 1) aged 21-25 were 47 people; 2) 26 - 30 were 388 people; 3) aged 31 - 35 were 388 people; 4) 36 - 40 were 683 people; 5) 41 -45 were 479 people; 6) 46 -50 were 707 people; 7) 51 - 55 were 689 people; 8) 56 - 60 were 353 people (see table 2). In conclusion, most of the human resources ASN were still in the productive age.

Table 2: Human Resource Apparatus Grouped by Age

Nu	Age	Total
1	21 – 25	47
2	26 – 30	388
3	31 – 35	388
4	36 – 40	683
5	41 – 45	479
6	46 – 50	707
7	51 -55	689
8	56 – 60	353

Source: BKD of Seluma Regency, 2016.

From the level of education of human resource apparatus were varied from elementary school to university. Twenty-nine people had elementary school education, 34 people had completed junior high school and 750 people had completed senior high school. For Diploma I (D1) and Diploma II (DII) the were 253 people and for Diploma III (DIII) there were 297 people. About 2.582 people passed Undergraduate (S1) and for Diploma IV (DIV), Post Graduate (S2) were 218 people and only 1 person who completed Doctoral Degree (S3), see table 3.

Table 3: Human Resource Apparatus based on Education Levels

Nu	Education Levels	Total
1	Junior school	29
2	elementary school	34
3	Senior High School	750
4	Diploma I and II	253
5	Diploma III	297
6	undergraduate degree/Diploma IV	2582
7	Post Graduate/S2	218
8	doctoral degree /S3	1

Source: BKD of Seluma Regency, 2016

The table 3 shows that over 8 (eight) education levels, human resource apparatus with undergraduate degree (S1) are dominant by 62% and 38% is derived from other education levels. It is noted that only 1 person who passed the doctoral degree (S3) and Post Graduate (S2) was 218 people. Human resource apparatus according to functional position were 2.939 people, while for structural position to the were 1.225 people.

From the functional positions, human resource apparatus can be classified into several groups namely: 1) Teacher; 2) Midwife Health; 3) Agricultural extension; 4) School Supervisor; 5) Pharmaceutical/ food; 6) Government affairs. The Number of Human resource apparatus from each functional position; Teachers were 1890 people, Health (midwives) as many as 470, Extension farmers as many as 85 people, while the school supervisors were 43 people and functional pharmacy and government affairs were 2 people.

Human resource capacity development according to Government Regulation Number 59/2012 on the National Framework for Capacity Building of Regional Governments Article 7 Paragraphs 1 and 2 mandates regional organizers to improve their knowledge and insights, skills and expertise, as well as the formation of work attitudes and behaviors by formal education, training, courses, seminars, internships, mentoring, personality education and occupational education.

Every year Seluma Region performs capacity development for human resources ASN through advanced studies with two systems/ ways including task learning or study permit, leadership training (diklatpim), preparatory training (prajabatan), and workshop. Before sending the human resources ASN for advanced studies, some conditions should be considered such as financial and the number of human resources ASN who got permission to study or leadership training (diklatpim) see table 4, while there was no specific record in BKD for capacity building through training and workshop.

Table 4: The Number of Human Resources who Increase the Capacity through Education and Training

Nu	Capacity Building	Year/ number (people)		
		2014	2015	2016
1	Task Learning	5	4	1
2	Study Permit	63	48	42
3	Leadership training level II	0	1	0
4	Leadership training level III	4	30	5
5	Leadership training level IV	0	30	5
6	Preparatory training	0	36	65

Source: BKD of Seluma Regency, 2016

The career development of HR ASN can be seen from the rank and classification. Classification IVc consists of 24 people, IVB consists of 52 people, IVA consists of 944 people, IIIId is 581 people, IIIc consists of 583 people, IIIb consists of 762 people, IIIa consists of 564 people, IIId consists of 188 people, IIc consists of 221 people, IIb is 156 people, IIa consists of 60 people, classification Id up to Ia were amounted to 30 ASN. For more details see table 5.

Beside rank / classification above, career development of HR ASN can also be seen from the level of structural positions including echelon from the highest to the lowest. Rank level for each echelon is based on Government Regulation Number 13/2002.

Table 5: Details of HR ASN According to Rank and Classification

Nu	Rank and Classification	Total
1	<i>Id up to Ia</i>	30
2	<i>Ila</i>	60
3	<i>Ilb</i>	156
4	<i>Ilc</i>	221
5	<i>IId</i>	188
6	<i>IIIa</i>	564
7	<i>IIIb</i>	218
8	<i>IIIc</i>	762
9	<i>IIId</i>	583
10	<i>IVA</i>	944
11	<i>IVB</i>	52
12	<i>IVc</i>	24

Source: BKD of Seluma Regency, 2016

Echelonizations for ASNs with structural positions are grouped into echelon II, III, and IV. The number of human resources ASN who received echelon II as many as 30 ASN, echelon III are 161 people and echelon IV are 500 people and total ASN with echelon are 691 people.

Government Regulation (PP) Number 53/2010 concerning Discipline of State Civil Apparatus has been applied since June 2010 to set punishments for ASNs who do not comply or against the rules. Based on the regulation, there are three types of corporal punishments carried out in the government office: 1) light; 2) moderate, and 3) severe. Disciplinary provision for ASNs included the absence for no reason or do not come to work without a permit/ statement. The absences of the ASN during working hours will be accumulated annually.

Violations of light discipline category are, for examples ASN who do not participate in morning or evening apple, out of office when unannounced inspection (sidak) is being conducted, and do not come to work without accepted reasons. While moderate disciplinary category, include violate the service procedures and get protests from the public against his/her attitudes, slow down the service process, asking illegal charges and others. For ASN who violate criminal and civil law, violate the personnel administration procedures and do not come to work for permitted reason for 46 days are categorized as severe discipline violations.

Actually, *Pamong Praja* has scheduled unannounced inspections and conducted raids for ASN who were not in the office at the working hours. In fact, undisciplined ASN were still found to be out of office at the working hours.

Primary data from various sources (BKD, Inspectorate and regulatory councils) found ASN who violated discipline from 2014 to October 2016, namely: 1) severe were 2 people; 2) moderate were 2 persons; and 3) light violation were 61 persons.

The evaluation results of the violation showed that Punishment was very important to be done so that ASN realized their mistakes and were expected to act in accordance with the procedures that have been determined in the future. Purpose of the punishment was almost the same as reward in order to motivate the performance of ASN and be more responsible with the tasks given.

The rewards were given to ASN who dedicate to improve work discipline, performance and provide optimal service to the community. Therefore, Seluma Regency Local Government issued Regent Regulation (Perbup) Number 30/2014 about Additional Income for State Officials, ASN, Aides and Driver of the State Official. Additional income was given at the time the related person is holding position through the SKPD.

In addition, the award is also given at the Anniversary of Republic of Indonesia held on August 17th every year. In 2016, the Regent gave honors and Satya Karya Lencana to outstanding teachers, outstanding students and extension instructors as well as gave appointment decrees (SK) to four ASNs of Local Government symbolically.

Capacity building either for individual, organizational or system is urgent in order apparatus can work effectively and efficiently and optimize the capacity of human resource ASN (Brown et al., 2001). Indicators of measurement at the individual level include knowledge, expertise, competence and work ethics (Ciobanu & Androniceanu, 2015). Ethics and discipline of the apparatus have implications for organizational performance (Agussalim, et.al, 2016). Moreover, ASN is a key determinant in the institutional management of DOB to achieve prosperity and serve the community in accordance with the objectives of DOB. HR ASN is a mobile asset and has the highest value among other assets in an organization. So that, the leadership commitment is important to optimize all the potentials of HR ASN and implement the activities mandated by the Law (Darmi, et.al, 2016).

In organizing the DOB, ASN work bases on the authority that has been determined. ASN is very important to participate in the implementation of local government institutions in order to have a quality civil state apparatus. HR ASN as a key factor to the change processes of institutional capacity that covers all aspects both internal and external aspects. Each ASN should be able to give examples in their respective environment to meet the changes. Also, ASN play an important role as a key determinant in the institutional management of DOB to achieve prosperity and serve the community in accordance with the objectives of DOB.

Unfortunately, the condition of ASN was not as expected. There were various problems faced by the government organizations initiated by the apparatus that could not perform their duties as mandated by law. Survey result from “The worldwide Governance” shows that the average value of government effectiveness index in Indonesia in 2014 was still very low with an index value of -0.01 and ranked 85th of 140 countries.

Central Government's effort to increase the capacity of human resource apparatus in order to be professional, integrated, trustworthy, honest, competitive, innovative and upholding the values of Pancasila was done through the issuance of Presidential Regulation (perpres) Number 81/2010-2025 and Regulation of State Minister of State Apparatus and Reform Bureaucracy Number 20/2010 on the Road Map Bureaucratic Reform 2010-2025. This effort is a strategy to encourage the human resource apparatus perform the work maximally and compete highly so that good governance can be achieved.

The interview results revealed that informants were agreed to say that ratio between the number of human resource apparatus of 4.164 people with population of 205.314 people in Seluma Regency and the percentage number of human resources apparatus reached 2% compared to the National scale only 1.98% of the total population of Indonesia. The percentage number of human resource apparatus with the population of Seluma Region was categorized sufficient. Ideally, the number of ASN was two or three percent of the population. It was intended to balance their workload with the quantity and quality of the responsible apparatus in carrying out their duties.

Appropriate regulations will have implications for the strengthening of human resource ASN and contribute to their competences (viewed from educational qualifications), careers and the implementation of rewards and punishments. One of the examples was the law concerning the Teachers and Lecturers. ASN teachers who did not passed Strata 1 (S1) will not get promotion and teacher certification allowance. Consequently, it was triggering the apparatus to increase their capacity to meet the qualifications set by the law.

On the other hand, the phenomenon of governance in the district of Seluma Regon viewed from the aspect of ASN quality indicated that there were various problems related to the inability and limitations of reliable human resources. This conditions were indicated by the services given that tend to be unprofessional, took a long time and was confirmed with the results of local government performance scored only 60 which indicated that the performance of ASN have not yet optimal.

The limitation of human resource apparatus was caused by important factor. Based on the field observation, it was clearly visible that the recruitment pattern up to the placement of employees ASN in Seluma Region indicated that they have not fully guaranteed as the best candidates. This fact could not hide that nepotism still became the first and major obstacle factor for the regional Government of Seluma Regency in producing competitive apparatus.

Capacity building of the apparatus is a right for ASN to obtain useful expertise to improve the performance of new autonomous regions as set in Article 22 of Law Number 5/2014 on State Civil Apparatus (ASN). Emphasis on the capacity of human resource ASN was also done through the policy of Presidential Regulation Number 59/2012 about the National Framework of the Regional Government Capacity. There was one point stressed to be implemented was the development of human resources apparatus by increasing knowledge, insight, skills and expertise and the formation of attitudes and working behavior. However, in the field, the stakeholders had not fully implemented the laws above. It was proved by the very few of apparatus who got learning tasks, leadership training (diklatpim) and others. This problem was caused by the lack of budget of Seluma Regency to implement the capacity strengthening of human resource ASN continuously.

In carrying out the capacity, it can not be separated from the future needs planning and development of human resource apparatus (Dobos, 2014). The capacity strengthening of human resource ASN was an effort to improve the skill and knowledge so that they will be professional in carrying out their duties to support the achievement of new autonomous regions implementation goals. All of the strengthening of human resource apparatus was aimed at achieving development and optimized services to the society.

The directions and objectives of the human resource apparatus development were indeed aimed at achieving development and provide good services to the community (Fragkou, 2013). Therefore, the apparatus require capacity building through training and education for the development of self-competence which will certainly influence the organizational new autonomous regions performance.

5. Conclusion

The phenomenon of the failure of the new autonomous regions implementation was generally occurred in many areas. According to some studies, it was caused by the low quality of Human Resources (HR) of the State Civil Apparatus (ASN) in the organization of new autonomous regions (Darmi, 2017) Primary data on the capacity strengthening of human resource apparatus in Seluma regency showed: 1) from the number of ASN for 3 years (2014, 2015 and 2016) the capacity building was in the low category compared with the number of existing ASN; 2) the capacity policy programs were unstructured and unsustainable; 3) BKD did not have complete data on human resource apparatus development profile perindividual; 4) there was no coordination and communication between BKD and other Regional Apparatus Organization (OPD) that had been assigned or will be assigned to perform the capacity of the apparatus.

To overcome these problems, a good personnel management arrangement is needed ranging from the pattern of employees' career path, development and empowerment of personnel and strengthen the capacity of human resource apparatus systematically and structured, so that the apparatus can perform their duties and authorities effectively and efficiently.

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