EVALUATING SOUTHEAST SULAWESI’S DEPARTMENT OF HUMAN RESOURCE DEVELOPMENT APPARATUS’ EDUCATION AND TRAINING PROGRAMS

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Abstract
This study aims to find information about the implementation of the Education and Training (Diklat) program at the Human Resources Development Agency (BPSDM) of Southeast Sulawesi Province. This study uses the Discrepancy Evaluation Model (DEM). This study uses a qualitative method with a population of social situations at the Human Resources Development Agency of Southeast Sulawesi Province, Regency and City with a sample of 24 informants from the province and 60 regencies and cities. The data analysis results show that: 1) the quality of the implementation of education and training programs for the apparatus is in accordance with the implementation of tasks that have been required by the institution; 2) the results of performance achievements show various responses from each informant; 3) the implementation of the Education and Training program at the Provincial BPSDM has reached the standard, while the Regency and City have not yet reached the standard; 4) Influential factors in the implementation of the education and training program are supported through the provision of infrastructure, widyaismwara/resources/trainers, methods, evaluation and follow-up. The findings recommend that institutions need to provide the necessary infrastructure, allocate APBD funds, competency-based curriculum, and post-training alumni follow-up activities.

Keywords: Training Participants, Evaluation Program, Quality Management

INTRODUCTION
Civil servant is the main element HR apparatus that determines success of governance and development. The figure of a civil servant who plays this role is a civil servant who has competence indicated by attitudes and behaviors that are full of loyalty and obedience to the state, moral and mental and professional (Suwatno, 2011). One of the efforts that needs to be done is coaching through education and training (Fauzi, 2011).

Education and training are united as a learning process that leads to changes in employee attitudes and behavior to meet job qualification expectations and organizational development demands. In Law Number 8 of 1974 concerning the Basics of Personnel, in order to achieve maximum efficiency and effectiveness, civil servant training is held aimed at improving service, quality, expertise, and skills. In PP No. 101 of 2000 concerning Education and Training for Civil Servants (Education and Training for Civil Servants, 2000), it is stated that training is carried out to improve knowledge, skills, and attitudes in order to be able to carry out professional duties based on the personality and ethics of civil servants.

Designing a training program is an elaboration of training management which is carried out in a systematic, planned and directed manner through assessing needs, formulating goals,
designing programs, implementing, and evaluating (Daryanto & Bintoro, 2014). Training needs analysis is the first step in a training plan. Besides that, training needs analysis is also a stage in the preparation of programs related to the types, procedures, models and training techniques that need to be carried out in education and training management (Byars & Rue, 2008). The search begins with an analysis of the existing tasks/functions, qualifying the requirements to fulfill the function, then looking for a solution for the type of education and training that includes the material that must be presented, the appropriate training method to meet the type of qualifications required related to the skills and areas of expertise (Nyre & Rose, 1979). At the end of the training, it must be evaluated to determine its effectiveness, change or improve employee behavior in an effort to improve performance (Basri & Rusdiana, 2015).

The implementation of education and training at the BPSDM of Southeast Sulawesi Province is still not optimal, besides that the policies are still centralized, so that local education and training institutions do not provide support for the implementation of education and training. Based on observations related to the results of the post-training evaluation by the Provincial BPSDM in 2008. The total alumni of group I, II and III pre-service training (5,238 people), level IV leadership training (678 people), leadership training level III (1,804 people), technical training (598 people) people), and functional training (864 people) (Southeast Sulawesi’s Department of Education and Training, 2008). The data shows that the implementation of education and training is still a formality, fulfilling the target quantity of employee appointments to meet the requirements of CPNS to become civil servants, besides that it is a place for promotion, compared to the need to increase competence in the context of carrying out job duties in the work unit.

Other empirical facts from the evaluation of the training program for apparatus at the Jakarta Religious Education and Training Center show that only 43% of class III pre-service training instructors are considered good; 64% of learning materials are not in accordance with the needs of participants; meanwhile the level of readiness of the education and training infrastructure is considered good; as well as the aim of the training, increasing the knowledge and skills of participants according to their job duties is considered very low (36%), although changes in behavior towards education and training are considered good (60%) (Juanda, 2011).

Therefore, the various problems and phenomena of education and training above require a quality management system of education and training, competency-based education policies (Robbins & Coulter, 2003). This means that the education and training is carried out not only to form the competence of the apparatus/PNS, but the competence must be relevant to their duties (Dyck & Neubert, 2009). In other words, these competencies can directly assist in carrying out their duties and positions. Article 26 of PP Number 101 of 2000 (Education and Training for Civil Servants, 2000) outlines eight training strategies, namely the preparation of training guidelines, curriculum development, training implementation guidance, training standardization and accreditation, education and training information systems, supervision of training implementation, consulting assistance, guidance, cooperation in development and implementation, and training evaluation.

Given the importance of training for the apparatus, the program needs to be evaluated scientifically (Arifin, 2011). Evaluating the implementation and achievement of the goals and objectives of the training program for officials, looking further at the discrepancy between each component evaluated (Standard) on the implementation of a performance policy, using
the Discrepancy Evaluation Model (DEM), with coverage on the assessment of the results of the implementation of the training (Provus, 1969). For this reason, the research sub-focus is on the components of training facilities (facilities and infrastructure), components of education and training personnel (Training managers and widyaiswara), program components (Curriculum, training materials, methods, participants, and guidelines), implementation processes, as well as evaluation and follow-up (Rahmanida, 2008).

The formulation of the research problem: 1) How is the design of the training program for the apparatus at the Education and Training Agency of Southeast Sulawesi? (Goals and objectives, as well as standards); 2) What are the operational steps of the program/supporting capacity of the training program for apparatus at the Education and Training Agency of Southeast Sulawesi Province?; 3) How are the factors influencing the results of the measurement of the training program for the apparatus at the Education and Training Agency of Southeast Sulawesi Province?; and 4) What are the results of the comparison of performance versus standards to produce alternative solutions for the training program for the apparatus at the Education and Training Agency of Southeast Sulawesi Province?

METHOD

This study uses a qualitative approach and method with the social situation of the population or "social situation" (Sugiyono, 2012) at the Provincial Education and Training Agency, Regency/City, consisting of 24 informants from the Province and 60 from the Regency/City. The sampling technique is purposive sampling and snowball sampling. Data collection techniques with questionnaires, interviews, observation, documentation and triangulation. To describe the research data used descriptive analysis techniques and qualitative data analysis. Data analysis with descriptive statistics is presented in the form of tables or graphs about the aspects being measured. Meanwhile, qualitative analysis was carried out by means of analysis during data collection and after the data was collected.

FINDINGS AND DISCUSSION

DEM Phase I (Design): Goals and Objectives, and Standards

The design of the education and training program for the apparatus has been supported by adequate statutory regulations (Law, PP, Related Ministerial Regulations, Regional Regulations, Pergub/Perwali/Perbup, and Education and Training MoUs). During the implementation phase of the program, goals, objectives and standards of education and training based on Law No. 8 of 1974 (Article 31) (The Foundation of Employment, 1974), Regulation No. 101 of 2000 (Chapters 2 and 3), Regulation of the Head of LAN No. 2 of 2008, as well as the decision of the Head LAN No. 193/XIII/10/6/2001(General Guide of Education and Training for Civil Servants, 2001).

Education and training standards are provisions regarding the type and quality obtained by each civil servant / apparatus in the context of carrying out tasks according to agency needs, consisting of 14 indicators grouped in the evaluation aspect. The evaluated aspects are DEM standards.

To facilitate the discussion, it is then simulated in the form of a Causal Loop Diagram (CLD), as one of the modeling approaches in evaluating the training program for the apparatus. training for the apparatus.
The main components that affect the performance of program implementation. The CLD also shows the causal relationship that occurs between the education and training variables depicted by arrows, as shown in the following diagram visualization:

![Diagram 4.1 Causal Loop Component Diagram](image)

Based on the results of the evaluation, the performance achievements of the components of the objectives, targets and training standards for apparatus at the Southeast Sulawesi Provincial Education and Training Agency are as follows:

<table>
<thead>
<tr>
<th>No</th>
<th>Aspect Evaluation</th>
<th>Criteria Evaluation</th>
<th>Results Evaluation</th>
<th>Performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>The aims and objectives of the training program for apparatus</td>
<td>1. Increased knowledge, skills, and attitudes of civil servants 2. The creation of civil servants who act as a unifier of the nation 3. Stable attitude and spirit of dedication to service, protection and community empowerment</td>
<td>1. Training for the apparatus increases the knowledge, skills and attitudes of employees 2. Education and training to create civil servants who are broad-minded, innovative and unifying the nation 3. Increased enthusiasm and motivation of employees in carrying out service tasks to the</td>
<td>Achieved</td>
</tr>
</tbody>
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</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>The creation of a common vision and mindset of civil servants</td>
<td>community, including protection and empowerment</td>
<td>Not achieved in District/City Bandiklat</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Training standards for apparatus</td>
<td>The achievement of standards as a reference for the implementation of the evaluation of the education and training program</td>
<td>Performance achievements of Prov Bandiklat 70.83% and District/City 57.36%</td>
<td></td>
</tr>
</tbody>
</table>

DEM Phase II (Installation): Determination of Program Operational Steps/Supporting Capacity

Table 4.2 Results of Education and Training Supporting Capacity for Apparatus at BPSDM Southeast Sulawesi Province

<table>
<thead>
<tr>
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<th>Aspect Evaluation</th>
<th>Criteria Evaluation</th>
<th>Results Evaluation</th>
<th>Performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Support for training facilities and infrastructure</td>
<td>Availability of infrastructure for BPSDM office buildings, classrooms and discussions, as well as halls, student dormitories, libraries, internet and training polyclinics</td>
<td>BPSDM Prov 80.56% and District/City 38.33%</td>
<td>Not achieved</td>
</tr>
<tr>
<td>2</td>
<td>Competency of government education and training institutions</td>
<td>Competence of leaders and organizers of education and training, experience, and</td>
<td>BPSDM Prov 70.83% and District/City 59.17%</td>
<td>Achieved</td>
</tr>
</tbody>
</table>
In general, the implementation of the training program for apparatus at the Provincial BPSDM has been supported by all components, both training infrastructure/facilities and infrastructure, management competencies, widyaiswara qualifications and competencies, training curriculum and materials, methods, training participant requirements, training guidelines, implementation process, and evaluation and follow-up. However, it is different
from the District/City Education and Training Agency/Agency which has not been supported, especially on the components of the availability of facilities and infrastructure, as well as follow-up training. Based on the facts in the study, there are still 5 district/city local governments that do not yet have training facilities and infrastructure, namely 1) BKD and Konawe Regency Education and Training, 2) BK and Kendari City Education and Training, 3) BKD Kolaka Regency, 4) BK and Education and Training in Bau-Bau City, and 5) BK and Education and Training in South Konawe Regency. Meanwhile, there is one local government that has training facilities and infrastructure, namely the Muna Regency Education and Training Agency.

DEM Phase III (Interim Products): Analysis and Determination of Measurement Results

<table>
<thead>
<tr>
<th>No</th>
<th>Aspect Evaluation</th>
<th>Obstacle factor P(%)</th>
<th>KK (%)</th>
<th>Supporting factors P(%)</th>
<th>KK (%)</th>
<th>Performance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Support for training facilities and infrastructure</td>
<td>19.44</td>
<td>61.67</td>
<td>80.56</td>
<td>38.33</td>
<td>Not achieved</td>
</tr>
<tr>
<td>2</td>
<td>Competency of government education and training institutions</td>
<td>29.17</td>
<td>40.83</td>
<td>70.83</td>
<td>59.17</td>
<td>Achieved</td>
</tr>
<tr>
<td>3</td>
<td>Widyaiswara qualifications and competencies</td>
<td>27.08</td>
<td>36.67</td>
<td>79.92</td>
<td>63.33</td>
<td>Achieved</td>
</tr>
<tr>
<td>4</td>
<td>Curriculum and training materials</td>
<td>29.17</td>
<td>30</td>
<td>70.83</td>
<td>70</td>
<td>Achieved</td>
</tr>
<tr>
<td>5</td>
<td>Learning methods</td>
<td>20.83</td>
<td>40</td>
<td>79.17</td>
<td>60</td>
<td>Achieved</td>
</tr>
<tr>
<td>6</td>
<td>Requirements for training participants</td>
<td>37.50</td>
<td>38.33</td>
<td>62.50</td>
<td>61.67</td>
<td>Achieved</td>
</tr>
<tr>
<td>7</td>
<td>The guide for the implementation of diklat</td>
<td>37.50</td>
<td>30</td>
<td>62.50</td>
<td>70</td>
<td>Achieved</td>
</tr>
<tr>
<td>8</td>
<td>Process education and training</td>
<td>29.17</td>
<td>21.67</td>
<td>70.83</td>
<td>78.33</td>
<td>Achieved</td>
</tr>
<tr>
<td>9</td>
<td>Training evaluation and follow-up</td>
<td>41.67</td>
<td>48.33</td>
<td>58.33</td>
<td>51.67</td>
<td>Not achieved</td>
</tr>
</tbody>
</table>

In order to make the model of the training program more detailed, the main model and sub-model distribution are compiled, as follows:
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Diagram 4.3 Stock and Flow Maps Influential Factors

The model affects the fulfillment of the performance of the implementation of the training for the apparatus. The improvement in the performance of the implementation of the training has a positive influence on the performance of the Provincial BPSDM. The sub-model is influenced by the condition/availability of infrastructure, training management competencies, widyawiswara qualifications and competencies, education and training curriculum and materials, learning methods, training guides, and the training process. Meanwhile, the sub-model of the performance of the implementation of training for apparatus at the Regency/City Education and Training Agency/Agency is influenced by the availability of the budget, training infrastructure, management competence and widyawiswara competence.

DEM Phase IV (Terminal Products): Comparison of Achievements

The measurement results show the highest level of performance in the education and training infrastructure support component (Provincial BPSDM) 80.56% with a discrepancy of 19.44%. Meanwhile, the lowest performance is infrastructure support (Regency and City Education and Training Agencies) 38.33% with a discrepancy of 61.67%. The result of the comparison between performance vs. discrepancy for the Provincial Education and Training Agency has reached 70.83% and the discrepancy is 29.17% and for the Regency and City Education and Training Agencies it has reached 57.38% and the discrepancy is 42.62%. Standards that have not been met, especially in the aspect of infrastructure (office buildings, classrooms, dormitories, halls, libraries, internet & network (wi-fi), places of worship, sports facilities, polyclinics). While the Provincial Education and Training Agency is the evaluation aspect of post-training in the alumni workplace.
### Table 4.5 Alternative Solutions to the Training Gap for Apparatus

<table>
<thead>
<tr>
<th>No</th>
<th>Standard</th>
<th>Discrepancy</th>
<th>Alternative Policy Solutions</th>
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</table>
| 1  | Facilities and Infrastructure Support training | There are still 5 (five) regencies and cities that have not met the training criteria for the apparatus to provide office building infrastructure, classrooms, discussion halls, student dormitories, library rooms, and accessories. | - Construct office buildings within walking distance  
- Provide classrooms, discussion of equipment, halls, student dormitories, library rooms, internet and polyclinics  
- Providing sufficient budget through a political budget mechanism by the government and DPRD |
| 2  | Competency of Education and Training Institution Manager | The gap level reached 29.17% or 7 people did not meet the criteria for the Provincial Education and Training Agency, while 40.83% or 25 people for the Regency and City Agencies/Agencies | - Institutional leaders include MoT training for leaders and TOC for organizers  
- Improving experience through the participation of the organizers of each training activity  
- Prioritizing an adequate budget in an effort to improve the quality of human resources for education and training managers |
| 3  | Widyaiswara Qualifications and Competencies | The gap reached 29.17% or 7 people did not meet the criteria for the Provincial Education and Training Agency, while 36.67% or district and City Agencies/Agencies | - Leaders encourage widyaiswara to continue their appropriate studies  
- Involve widyaiswara in the education and training ToT  
- The relevance of the widyaiswara's bureaucratic experience is extraordinary with the training subjects taught  
- Recruitment of new widyaiswara |
<p>| 4  | Curriculum and Training Materials | There are still 29.17% or 7 people who have | - The curriculum structure and training materials are relevant to the |</p>
<table>
<thead>
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<th>Alternative Policy Solutions</th>
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</table>
|    |                                                                          | not met the training criteria for the apparatus, while the Regency and City Education and Training Agency/Agency 30% or 18 people                                                                                           | competency needs of civil servants in carrying out their duties  
  - The need to include *mulok* as a training subject needed in the workplace  
  - Modules and handouts must be updated, and use a variety of reference sources                                                                                                                                               |
| 5  | Learning methods                                                         | The gap reached 20.83% or 5 people did not meet the training criteria for apparatus for the Provincial Education and Training Agency, while 40% or 24 people for Regency and City Agencies/Agencies                                           | - The method must be in accordance with the learning objectives of adults  
  - Effective methods to build interaction, both between participants and *widyaismara*, or between the participants themselves  
  - The method used to develop the cognitive, affective and psychomotor domains in learning                                                                                                                                                 |
| 6  | Requirements for Training Participants                                   | There are still 37.50% or 9 people who have not met the training criteria for apparatus for the Provincial Education and Training Agency, while 38.33% or 23 people for Regency and City Agencies/Agencies                        | - The recruitment process must be selective and transparent in the determination of participants  
  - The selection process for prospective participants begins with an assessment of the participant's actual competency standards and is Results of identification and analysis of training needs                                                                 |
| 7  | Process Implementation of Education and Training                         | The gap reached 29.17% or 7 people did not meet the training criteria for apparatus for the                                                                                                                     | - Operators need to have the ability to present work programs according to the normatively provided format  
  - Responsibilities for presenting programs, providing facilities,                                                                                          |
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<tbody>
<tr>
<td></td>
<td></td>
<td>Provincial Education and Training Agency, while 21.67% or 13 people from Regency and City Agencies/Agencies</td>
<td>monitoring and controlling tasks need to be well planned</td>
</tr>
</tbody>
</table>
| 8  | Training Evaluation and Follow-up | The gap rate reached 41.67% or 10 people have not met the training criteria for apparatus for the Provincial Education and Training Agency, while 48.33% or 29 people for Regency and City Agencies/Agencies | - The evaluation report and performance of the implementation of the education and training must be submitted periodically to the LAN and regional leaders  
- Follow-up plans are carried out for the application of knowledge and ability to carry out tasks on assignments, improving the performance of individuals and alumni organizations. |

CONCLUSION

1) The design of the education and training program for the apparatus at the BPSDM of Southeast Sulawesi has been supported by adequate legislations, both constitutional, institutional and regulatory, functioning as the institutionalization of a policy. It is followed up with the relevant ministerial regulation on guidelines, standards and common pelaksanaan. Based on the instructions, training goals and objectives have been achieved in accordance with Law No. 8 of 1974 and Government Regulation No. 101 of 2000. Meanwhile, training standards (Regulation of the Head of LAN No. 2 of 2008 and Decree of the Head of LAN No. 193/XIII/10/6/2001) become references regarding the type and quality of implementation obtained by civil servants in carrying out their duties professionally according to the needs of their agencies, consisting of 14 indicators have been achieved. reach the standard.

2) Factors that have an impact on the measurement results are the unavailability of BPSDM office building infrastructure, classroom discussion rooms, as well as halls, student dormitories, libraries, internet and education and training polyclinics, especially District/City Education and Training Agencies/Institutions. Another factor is that post-training follow-up activities at the alumni's workplace have not been implemented, namely: 1) Types of activities implemented by participants in their workplaces; 2)
Implementation steps; 3) Partners (Stakeholders) involved; and 4) Time and place implementation.

3) The results of the comparison between standards and performance still show different levels of gaps for each program standard/criteria. The alternative solution is to build a training and education office building within walking distance, including MoT training for leaders, TOC training for organizers, ToT training for widyaiswara, and S1/S2/S3 programs. In addition, the recruitment of training participants must be selective and transparent, starting with an assessment of the actual competency standards of participants, as well as identification and analysis of training needs. Another aspect is post-training follow-up activities in the workplace.

REFERENCES