

## **The Competencies of Local Government Apparatus Resources for Water Company Service in Bulukumba Regency**

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**Abstract:** This research was a descriptive study that aims to identify and analyze the competence development of apparatus human resources consisting of higher education, work experience, education and training as well as necessary skills to realize the quality of service of regional water supply company Bulukumba. Based on the research objective, the research approach used is descriptive qualitative, i.e., an approach that is intended to describe the results of observation, interviews and documentation relating to the clean water services by regional water supply company of Bulukumba Regency. While the research design was a case study to see how the development of the competence of apparatus human resources through higher education, work experience, training and skills with the quality of public services. Data collection techniques were observation, interviews, and documentation. The results showed that the competence of personnel resources which sourced from higher education was better in performing the duties and functions of public services (fulfill the public expectations). Similarly, the working life/work experience, training and necessary skills contributed to the improvement of the quality of public services and the performance of employees.

**Key words:** Competency, resources, government apparatus, regional water, education, documentation

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### **INTRODUCTION**

**Background:** The existence of Law No. 32 in 2004 on the Regional Government which fundamentally decentralized system of government as well as it is as the new hope in the quality public service in the entire territory of the Republic of Indonesia. Therefore, this law is the right answer to the problems of the national leadership of the past government system that is centralized and authoritarian characterized by some public issues.

Partial devolution of power and authority from central government to local governments is a strong commitment to giving broader authority to local governments to take the initiative in the public service. Besides, it is implied an effort to increase participation and acceleration of the public welfare.

As a consequence of the authority devolution, the local governments are charged to be responsible for the entire management of the resource potential of the area to make it more efficient and efficient in the development. The local government should actively explore and empower potential of the region. The local government should try to maximize every possible effort that can be made to accelerate the regional and community development.

In line with the reform of the government system and the global impact is felt more massive this time. The apparatus is required not only have the technical skills, administrative skills and performance but also have the culture and behaviours that reflect spiritual, moral values which correspond to the existence of bureaucrats, the apparatus who have the devotion spirit to the interests of society, the nation and the state. These values are an essential dimension of the creation of personnel resources that are capable of implementing the vision of the regional administration.

The concrete efforts to realize this vision include such as: human resources who have faith, professional, ethical and prosperous, optimizing the potential in the regions, growing centers of small and medium economic activities and create an investment perspective and developing the competence of apparatus human resources which have the noble values of culture, clean, credible and free of corruption.

One of the basic needs of society which until today is still not satisfactory, both rural and urban communities is the issue of clean water. Clean water products of the Regional Water Supply Company in Regional Water Supply Company in many cases are included as an issue that is still complaints by the people; it is not least in Bulukumba Regency. In this area, it is only about 25% of people who can use clean water and only 10% that use

fresh water in the rainy season and the dry season. The water of Regional Water Supply Company in this area is sometimes fluently, sometimes not fluently, sometimes clear, sometimes muddy. It means that the water products of Regional Water Supply Company do still not provide a sense of comfort for the people in this area. Likewise, the customer of the administrative service of Regional Water Supply Company where there is discovered the existence of problems such as retardation, inaccuracy writing of the customer's identity, it still feels expensive and procedures in the completion of the service.

### **Literature review**

**Reformation bureaucracy to realize the government decentralization:** Bureaucracy is an organization that is deliberately created for strategic and representative for public service. The existence of the administration is intended to provide all forms of services needed by the community. The establishing of Law No. 32 in 2004 on The regional government is a consequence of the willingness of the people to get the cheap, easy, fast and simple services. However, it must be recognized that changing the system of government from a centralized system to a decentralized system will only be successful if it is supported by the professionalism of apparatus and other resources.

The government bureaucratic model that is relevant to the demands of society, according to Meier (Tangkilsan and Hessel, 2005) is "Good governance", i.e., how to govern the government that enables to the efficient public services, the control systems are reliable and administrators are responsible to the public. According to Frederickson, governance is a process in which a system of social, economic or other complex organizational systems are controlled and regulated. Richard Oliver explains that "Satisfaction is as customer's response to the fulfillment of needs. It means that the availability of public goods in the form of physical and services provided by the government is the people's satisfaction parameters". Meanwhile, according to Donney *et al.*, people establish the organization for some particular purposes that are only achieved through actions to be taken by agreement. This means that an organization pursues more efficient and effective goals through activities that are carried out jointly.

The new paradigm of public administration pioneered by Ted Gaebler and David Osborne with their work is "Reinventing Government". Osborne and Plastrick (2001) states that the theory is relevant to government bureaucracy which requires the public administration to operates like a business organization which emphasizes efficiency rather than effectiveness and put the public as stakeholders to be achieved as well as possible.

Implementation of a government decentralized system is intended to create the good governance in which the bureaucracy as a forum for public services is required to work by the paradigm developed in business organizations. The inner core paradigm of reinventing government and good governance are not only oriented to efficiency and effectiveness but also other aspects, such as democracy, participation, transparency, consensus and accountability that are relevant to the demands of the public bureaucracy where the wishes of the people are more diverse and more and more while the organization's resources are limited, so without efficiency, the government is difficult to function as an efficient public servant.

### **The concept of apparatus human resources development:**

The human resources development to create the professional human resources means that the appropriate human resources (fitness) guidance and the evolving dynamics in society. To achieve this required proper method, it needs ways that do scientifically are oriented to the theories of human resource development which has been empirically tested and successful.

According to Sedarmayanti (2007), the purpose of human resource planning are: forecast demand and supply of employees in the future, development of employees to support its strategy of existing organizations by filling vacancies proactively and identify what the employee's needs for short-term and long-term. Thus, human resource planning is intended to ensure the organization has a number and right kind of people and at the right time which can finish its work effectively and efficiently. Hence, the development of human resources programmatically and comprehensively is a necessity for an organization.

According to Malayu (2001) an integrated competence is the intellect and physical resources owned by an individual. Thus, human resource is more comprehensive in scope because it is not only physical problems but also involves intelligence quotient. The behaviour and character are determined by heredity and environment while the performance is motivated to satisfy. The power of thought is intelligence under birth (authorized capital) while the skills are acquired from the efforts (learning and training). Information is a measurement of intelligence quotient. Nawawi (2003) divides the details of human resources, namely: "working in the organization's environment, potential as a driving force in realizing the organization's existence and asset and it serves as a capital".

Each organization needs human resources who have the competence to perform the organization tasks

effectively and efficiently. The skill (ability) shows the potential for someone to perform a specific function. According to Donnelly (1992), the ability is an innate or learned trait that allows a person is completing the work. Many strategies can be used to develop the knowledge of employees of an institution. According to Manullang as cited in Kamagi, these procedures are: "training, education, office helper, the versatile variations, rotation job and the double management".

According to Sedarmayanti (2007), competences are: broad concept, includes the ability to transfer the skills and capabilities to the new situation in the work area, the ability and willingness to perform the task, the dimensions of behavior that affect performance, the individual characteristics can be calculated and measured consistently, they can be proven to differentiate significantly between effective and ineffective performance, the fundamental skills and quality of production that needs to conduct a good job and the talent, the nature and membership of any individual that can be associated with effective and excellent performance.

The development of apparatus human resources through the higher education (Universities) apparatus human resource development through higher education is a strategy that is widely practiced both in public organizations (government) and business organizations and empirically turned out to improve organizational performance. Mudyahardjo states that "Formal education including higher education is more engineering than is natural and the aim is to prepare a person to be able to play a role appropriately in carrying out the duties of his life both in carrying out its duties as a worker (occupation oriented) as well as the task of living as human (training of life)".

The above explanation is reinforced by Notoatmodjo, "Formal education (from elementary to higher education) is more on developing the ability of the three areas: cognitive, affective and psychomotor that should be acquired the balanced attention at the end of the study, participants gain a diploma or a degree".

The development of apparatus human resources through work experience: work experience dramatically affects a person's competence, because it can give a variety of intelligence both intellectual intelligence and rationality intelligence.

Someone, who has sufficient work experience is very fluency in performing their duties, so he/she can save time, cost, equipment or facilities and other resources. Nirman states that "work experience is one of the factors related to the behavior and perceptions of individuals, for example, the reason of a person who has 15 years old or

more years of work has different perception at the responsibility/risky situation rather than for the employees who have worked for a year".

The development of apparatus human resources through education and training: the education and training are one of the right strategies to accelerate the performance improvement of the apparatus. The Government's consistency and commitment to education and training of human apparatus resources are evidenced through the establishment of specialized institutions that provide education and training for personnel resources. As the elaboration of the creation of this institution, the government issued the Indonesian Government Regulation No. 101 in 2000 on Education and Training of Civil Servants and the Decree of the Head of State Administration Institution No. 193/ XIII/10/6/2001 on General Guidelines for Education and Training Position for Civil Servants (LANCJ., 2000).

Education and in-service training consists of three levels, namely: pre-service training of category I; It is a condition of appointment of civil servants candidates to be civil servants of category I, pre-service training of category 2; It is a condition of appointment of civil servants candidates to be civil servants of category 2 and pre-service training of category 3; It is a condition of appointment for civil servants candidates to be civil servants of category 3.

In addition to pre-service training, there are also leadership training, namely the training to fulfill or improve the competency of civil servants who will or have structural positions. Training of leadership is intended to provide insight, knowledge, expertise, skills, attitudes and behaviour in the areas of leadership apparatus, so they achieve the requirements of leadership competencies in specific structural level. Training of leadership consists of: training leadership level 4 is training to achieve the requirements of leadership competencies of the government apparatus in a structural position of echelon 4 training leadership level 3 is training to achieve the requirements of leadership competencies of the government apparatus in a structural position of echelon III, training leadership level 2 is training to achieve competency requirements of government officials in positions of leadership for echelon 2 and training leadership level I is training to achieve competency requirements of government officials in positions of leadership for echelon 1.

Specifically, regarding to the training, Schuler and Jackson (Jeffrey, 2004) state that the education and training methods can be divided into three parts, the first is on the job training, pay attention to peer program participants complete a job, the second is on-site-training

which is carried out after working hours while maintaining a real work situation; the third is off-job training, it is usually in the form of a simulation exercise.

**The development of apparatus human resources through basic skills:** The basic skills are indispensable in improving the performance and competence of personnel. The basic skills are very vital in the development of the next skill.

Now a days, the public organizations have entered the era of the Electronic Government system (electronic system administration) where facilities and infrastructure of public services have used sophisticated electronic devices with the online system. This system makes humans and machines have coherent and mutually interact. Davis states that human interaction with machines operating is enriched through “on-line” where the input and output terminals are connected to a computer to provide input and output directly on the application of the gain serious benefits.

**The management of quality of public service:** The services are all sorts of activities that are directed to fulfill the needs of goods (public goods) and services (services good) to the party that will be served. Meanwhile, the quality of service is a plus because the service is expected to not only fulfill needs and desires of others but also give satisfaction.

According to Drucker (1993), the quality is the product or service and it is not as stipulated by the supplier but it is as desired by the client or consumer. And for the desired products and services, they are willing to pay more expensive. In short, the quality can be defined as one that can meet the desires or needs and satisfy customers. Mohammad states the quality is achieved through the utilization of the bureaucracy by increasing the effectiveness, efficiency, professionalism and accountability.

Drucker (1993) tried to summarize the five factors that affect the quality assessment, namely: reliability, i.e., the ability to show the service as promised, responsiveness, i.e., the ability to provide services immediately to consumers, assurance, i.e., the ability of leaders to instill confidence and trust to consumers, sympathy, i.e., the willingness to give attention to the customer personally, physical appearance (tangibility), i.e., the organization's ability to show physically as well as the impressive behavior of executives and employees.

Furthermore, Moenir examines the quality of public services in order to satisfy the consumer, the offender who served must meet four criteria, namely: courteous behavior, the way to deliver something to do with what

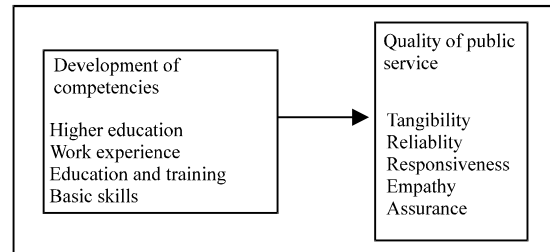


Fig. 1: Theoretical framework

should have been received by the concerned person, the right time for presentation and friendliness. While Waluyo (2007) mentions the attributes that must be considered in order to improve the quality of service, namely: provision of time, accuracy, friendliness, responsibility, completeness, convenience, variations of service models, the comfort of obtaining services and other support attribute.

**Theoretical framework:** Implementation of regional autonomy as mandated by Law No. 32 in 2004 and Government Regulation No. 8 in 2003 which requires the need repositioning personnel resources of traditional human resource become the modern human resources, the apparatus resource that has the level of a certain educational, adequate work experience, more participate in education and training as well as basic skills particular, so they can provide quality public services which include dimensions, such as tangibility, reliability, responsiveness, empathy and assurance (Fig. 1) (MSS, 2004).

## MATERIALS AND METHODS

This research was conducted at Bulukumba Regency, South Sulawesi Province, particularly in the Regional Water Supply Company office of Bulukumba Regency. Based on the research objective, the research approach was descriptive qualitative, i.e., an approach that is intended to describe the results of observation, interviews and documents related to water services by Regional Water Supply Company of Bulukumba Regency. While the research design was a case study to see how the competencies development of apparatus human resources through higher education, work experience, training and skills with the quality of public service. The data collection techniques used are observation, interviews and documentation.

## RESULTS AND DISCUSSION

The higher education as an engineering activity is institutionalized, systematic and programmed and directed to create competent of human resources. Higher

education including diplomas, Bachelor and Master's degree is an educational program that has specific specifications which differ from one another. When the formal education level is higher, the expected competencies are also higher.

Recognizing this issue, the central government and local government in recruitment determine the level of formal education of their human apparatus resources. Nationally, the hiring of civil servants is limited to the lowest level of undergraduate or Bachelor Degree (S1). While those who have been the public servants but their level of education has not reached the level of Bachelor's degree are given the policy to continue their education, either on its initiative (self-help) or the initiative of the institution that hired them.

The results of the interview relating to higher education explained that the civil servants who are better educated and S1 Diploma level as perceived competence is better in carrying out the duties and functions as a public service. However, the graduates of universities are not sufficient; they must have work experience have followed the training and have necessary skills on techniques to manage raw water into clean water, so that, the production of fresh and healthy water for the length is better regarding quality and quantity. If it is premature, in which employees who do not have these things, people's complaints about the product water by Regional Water Supply Company are more criticized/complaints from consumer's community (the interview with the Production Manager, dated on January 11, 2014)

The government policy that accepts only those civil servants who have the education level of undergraduate degree empirically and factually is very reasonable indeed. This is due to the government wants the public service that is conducted by the civil servants is the actual service which is in accordance with the needs of local communities with the right (strategic) services and organized in the right (tactical) way, i.e., the fast, cheap, easy, simple and accurate service. The employees who have the basic skills, time/work experience and functional training and leadership training are better to work clearly than those who do not have them. These things are very necessary because now a days people are more critical to understand the dimensions of quality of public services which they should receive when dealing with public (governments) organizations.

Another informant confirmed the above statement, by stating that the civil servants who have the high educational background are more observant, skilled and conscientious in performing a variety of public service tasks. They are more friendly, patient and responsive to complaints public. They are more sensitive and able to

communicate well with each customer served. Those who have followed training are proven to have better technical, managerial and administrative skills. Similarly, the employees who have more the service life/work experience show more efficient performance. Therefore, the intensity of surveillance has begun to decrease; this is due to the employees with these conditions is better performance, so managers monitoring/control was not very active as it conducted previously (the interview with the Control Manager, dated on January 12, 2014).

Informant of administrative and finance manager explained that the administrative services were organized in this place Regional Water Supply Company is quite simple. Although, administration activities only include registration by writing the name and address of the customer as well as payment, before they were managed by an employee whose has the highly educated background, less work experience, rarely follow the training and lack basic skills there are still frequent errors and mistakes. Regional water supply company services although at the level of the Regency but the issue of public administration services also remains a crucial issue (the interview with the Manager of Administration and Finance, dated on January 14, 2014).

Informant of Installation manager explained that after their government's policy, especially in the procurement of employees prioritize their backgrounds both higher education of Diploma or Bachelor's degree, the Regional Water Supply Company services in this area were better. They appeared with a convincing performance. They were able to operate the high-tech office equipment quickly and accurately. They were also responsive to the various customer complaints, also provided certainty regarding time, cost, place and service procedures were clear. These things are highly expected by the community where previously those were not/less found (results of interviews with Installation Manager, dated January 15, 2014).

Observing the informant's explanations mentioned above, it can be concluded that there are a change and improvement of services in the Regional Water Supply Company of Bulukumba Regency after its employees who have higher education, adequate work experience, following of training in the respective sectors and have basic skills that are acquired either through formal education and informal education and personal experience.

## **CONCLUSION**

The competency of human apparatus resources which is sourced from higher education is better in performing the duties and functions of public services

(fulfill public expectations). Similarly, the working life/work experience, training and basic skills contributed to the improvement of the quality of public services and the performance of employees.

### **SUGGESTIONS**

It is suggested to the regional government of Bulukumba Regency to improve further the implementation of the oriented competency development strategy for apparatus human resources on improving the quality of public services.

To achieve better public services, the regional government of Bulukumba Regency should implement the competency development strategy of apparatus human resources comprehensively and consistently.

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