

**REFORMING TRAINING SYSTEM
FOR THE INDONESIAN CIVIL SERVANTS**

By

Evi Maya Savira

THESIS

Submitted to

KDI School of Public Policy and Management

in partial fulfillment of the requirements

for the degree of

MASTER OF PUBLIC POLICY

2009

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ABSTRACT

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Reforming training system is one of ways to improving adaptability training system with changing environment. Demand to improve employee competence always increase day by the day; therefore, system needs to adjust with dynamics environment. Competence, integrity and capable civil servants are significant requirements in supporting development process as well as governmental process.

Competence based training is training approach which has purpose to increase competence of civil servants through training which has suitability with their current position either in structural position or in other position. Persons who involve in this training are not empty boxes, but they already have something that need to develop based on their job requirements with specification and professionalism. This approach that used by the Indonesian new training system today as result of grand design of reforming training system for apparatus and study on future training for apparatus. In order to achieve competence based training, the training system needs supporting of high quality training hardware as well as competence of training software. However, implementation of this approach needs implementation strategies which divide into short term, midterm and long terms. Supporting of appropriate policy and institutional communication among stakeholders are also necessary to be done as well.

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CHAPTER 1

INTRODUCTION

A. Introduction

Civil servants are the main pillar of government apparatus which have important roles in determining the successful of development process and government process. There is no better scheme to accomplish those processes than by structured the competent, the integrity and the capabilities of civil servant through education and training program for the government apparatus. Training and education or training and development are the significant factors for the organization in dealing with the changing environment, as Pynes (2004, 283) noted that training and development used by the organizations to improve skills of employees and enhance their capacity to cope with the constantly changing demands of the work environments.

Organization environment is a dynamic atmosphere. Managing the change environment is the necessary skills that needed to survive, for instance technology transformation, political change, economic alteration, demographics challenges, pressures from the stakeholders and customers, the enactment of the new laws or regulations are the factors that influence the changes of organization. In order to deal with that changes organization needs to adopt, involve, and plays a role by prepared their employees with essential skills, knowledge, abilities,

manner or attitudes needed to face the new challenge through appropriate training and education.

Training and education are also needed to improve the organization performance. High skill labors make the organization more productive, since there is specialization, by the end the output of the organization will be better than before specialization. This case can be applying both in public sector either in private sectors. In order to maximize the affects of training and development of the employees, the organization need to integrate it with the functions of human resources as continuity and integrity plans based on the vision and mission of the organization.

The problems were being faced today in the training and education for the civil servants in Indonesia divided into two parts: 1) Hardware issues, 2) Software issues. The hardware issues related with the limitation of infrastructure and other supporting facilities for training and educations in remote areas; insufficient budget support for training programs; and imbalance ratio between the trainers and the trainees, and so on. The software issues including the system of the training such as the regulations, the curriculum, the institutions, the quality and quantity of the trainers, and the output and the outcome of the training programs link with the organization performance. Therefore, for the next sections will be discuss about the issues categorized as hardware and software issues and how to find and solve them.

B. Statement of the Problem

Civil servants trainings need to be leading on enhancement of performance in the areas of knowledge improvement as well as skill development. However, the emerge in the Indonesian training system recently, most of training programs are more likely general skills instead of specific skills which needed to enhance individually competency. In addition, they really lack of training for functional function and even if there are some, but still it less than expected. As results, training only for budgeting spending purpose instead of to improve the performance of the employee by technical and managerial skills which needed by the job requirements.

Both pre-service and in-service training mostly supply driven from the human resource department but not as the demand driven from each unit which need to improve the capacity building of their employees. As results, most of the training offering did not match with the job qualifications. In addition, the training planning did not match with the human resources planning as consequence often after they finished their training they placed in other unit which has different job specification with the training output.

In other hand, pre-service training also cannot help either, since most of the subjects (curricula) taught only for basic knowledge which cannot support the civil servants job requirements. Only few ministries which are prepare their civil servants through significant pre-service training before they enter to the civil service position. These few cases actually an anomaly because they conducted

this system in their own schools with specific curriculum which are preparing the civil servants candidates for their future job with specialization such tax department, immigration, police, army, etc.

However, it cannot be happen to the general applicants which enter the civil service career without graduate from the government special schools. They will have the general pre-service training maximum after 2 years service in civil service. Therefore, so many things need to be done related with the Indonesian training system, from pre-service training up to in-service training, in order to improve the capacity building of the government apparatus through high qualified training system.

These problems emerge because:

1. There is no integral blue print regarding bureaucracy reforms yet, including reforming the training system as a single system in the unitary state of Republic of Indonesia.
2. So far, reform efforts conducted partially, there was no integration, collaboration, coordination between central government and regional governments. Every level government, even every ministry has their own reform agenda.
3. There is no training hours need annually for individually civil servants either scheme which supporting employee need on training, though there is training need assessment already.
4. There is no institution which has particular duty in thinking about government reform as a whole system.

5. Current civil service system does not drives competency of civil servants
6. Current civil service system does not drive training management link with personnel management
7. There is no precise division of labors among the authority involve with the training system.
8. Current training system does not provide specific competency for different people with different competency level. Most of training courses provides in general purposes.

Regarding above problems, this study recommends comprehensively, strategically implementation of reforming in the Indonesian civil servants training as a system in order to achieve a highly performance of the Indonesian civil servants.

C. Purpose of Study

The purposes of this study are meant to point out the determining components of current problem and status of the Indonesian training systems and also current reform efforts as well as implementation strategy.

Particularly, this study embarks on:

- 1) Evaluating how the current training system contributes to the performance of civil servants.
- 2) Assessing the current reform efforts of the Indonesian training system.
- 3) Assessing the implementation strategies on reasonable reforms in the

Indonesian training system.

D. Research Question

- 1) What should be division of labor between LAN (NIPA) and the other training institutes?
- 2) Do we need annual requirement training for the individual training?
- 3) How to assess and monitoring the outcome of trainings on the performance of civil servants?
- 4) What are the significant contributions of the current training system to the performance of civil servants?
- 5) What are the weakness are imminent in currents reform efforts and how's the process running?
- 6) How can the training system for the Indonesian Civil Servants be reformed?
- 7) What are the implementation strategies in reforming the training system for the Indonesian civil servants?

E. Limitations and Delimitations

Limitations

- 1) This study will be focus on the current problems and status of the Indonesian training system and also about reform efforts,
- 2) This study needs more key informants that related with management civil servants. However, due to time and budget constraints, and also data suitability, it is impossible to reach that.

Delimitations

This study provides enhanced features on reforming the Indonesian training system. This study is also an open-ended process for further study since reform efforts in any country always improve as a dynamic process.

F. Thesis Statement

The Indonesian training systems for civil servants are need to be reformed, both in level of policy contexts and policy contents in order to improve the performance of civil servants.

G. Significance

This study provides current problem and status of the Indonesian training system and also the reform efforts. In addition, this study is also presents implementation strategies in reforming the training system which can be applicable not only for the Indonesian civil servants, but also for other countries which have similarity on their civil service training objectives in general.

H. Predicted Result

The output of this study will be the strategy of implementation of the training system reform.

I. Research Methods

1. Methods

This study uses qualitative methods in order to capture issues which could not captured by quantitative methods, such as the social dimensions, the complexity and sensitive impacts, the contexts and development processes, and the complexity interactions among contexts, grassroots aspirations and strategies, institutional structures and enterprise interventions (Mayoux, 2001, 3-5).

2. Data Sources

This study will gather information by carrying in-depth interviews with key informants, and analyzing documents and materials. Official documents are the main sources of information. These sources include publications from three central bodies—the State Minister for the Empowerment of the State Apparatus (MENPAN), the National Civil Service Board (BKN), and the National Institute of Administration (LAN)—which has definitive responsibilities in public administration and civil service matters.

Resources from other institutions such as universities, research institutes, international organizations (ADB, OECD, the World Bank, AUSAID, USAID, GTZ, etc) are used to review the previous related studies. Information is also collected from internet websites and through literature review of related textbooks and documents published.

3. Locus

Locus of this study is at the National Institute of Administration (NIPA) as fostering institution in training for civil servants.

4. Data Analysis

Data analysis uses logical framework analyses which focus on problem analysis, objective analysis and selection of a preferred implementation strategy, as explain below:

Logical frame analysis (LFA) incorporates three main analytical elements (AUSAID, 2005, 4):

1. Problem analysis
2. Objectives analysis
3. Selection of a preferred implementation strategy

Criteria that may be used to help make a broad assessment of different intervention options could include the expected (AUSAID, 2005, 14):

- a) Sustainability of the benefits
- b) Technical feasibility
- c) Contribution to institutional strengthening and management capacity building
- d) Compatibility of activity with sector or program priorities

CHAPTER 2

THE CURRENT PROBLEMS AND STATUS

IN THE INDONESIAN TRAINING SYSTEM

A. The General Features

The training systems for the Indonesian civil servants involve: the regulations, the regulator institutions, the training institutions (the training providers), the trainers, the curriculums, and the training types and levels. The regulation mentioned above system is the Government Regulation Number 101 Year 2000 about the training for the civil servants.

Training system for the Indonesian civil servants is an integral part of the Indonesian civil service system. As unitary state, the civil service system in Indonesia is a single unit of system which involves both central government and regional government. For that reason the training system is a single unit as well as mentioned in Law Number 43 Year 1999 article 2 regarding the civil service law: civil servants are civil servants in central and regional governments. Therefore, based on Law Number 43 Year 1999 considers civil servants as belonging to one national civil service, each registered with a national civil service number and assigned either as a national civil servant, or as a regional civil servant in a particular region (ADB, 2004, 75).

In Addition, the ADB also noted that:

“ The Indonesian Civil Servants as parts of belonging to one national civil service, each registered with a national civil service number and assigned either as a

national civil servant, or as a regional civil servant in a particular region” (2004, 74).

The Civil Service Statistics

The statistics of civil servants below provide us broader information regard to composition, distribution and general pictures of the Indonesia civil servants. Number of civil servants in June 2008 based on data from Deputy of Information-the National Civil Service Board has increased as 11, 5% compared with 2003 data, growth rate in average annually is 2.8%. Growth rate in 2004 decreased as -1.7% as result growth policy in Indonesian Civil Service Policy. Growth rate has increased in 2007 at 9.2% compared with 2006 data, because there were policies to adopt contract employees into civil service system by promoting them as candidate of civil servants and then civil servants. Based on data in 2005, numbers of contract employees are 920.702 people. This number gradually will be promoted as candidate of civil servants (CPNS) started in year 2005 and will be finished in 2009.

Moreover, regard to quality of civil service in terms of education, data in December 2007 compares with June 2008 shows that there was a trend of increasing in distribution of education attainment in higher level than high school graduate. In 2007 numbers of high school graduates were 43.2% and in June 2008 it decreased to 42.9%. In contrast, higher education's than high school increased in 2007 at 56.7% and in June 2008 at 57,1%. This fact tells us that in terms of education attainments there were improvement from Year 2007 to Year 2008.

**Table 1 Number of Civil Service Grouped by Age and Sex
December 2008**

Age (1)	Male (2)	% (3)	Female (4)	% (5)	Total (6)	% (7)
18 - 20	1.878	0,08	637	0,03	2.515	0,06
21 - 25	43.108	1,91	42.959	2,35	86.067	2,11
26 - 30	133.278	5,90	174.727	9,57	308.005	7,54
31 - 35	199.751	8,85	216.201	11,84	415.952	10,19
36 - 40	342.685	15,18	334.723	18,33	677.408	16,59
41 - 45	498.677	22,09	415.526	22,76	914.203	22,39
46 - 50	530.115	23,48	359.535	19,69	889.650	21,79
51 - 55	418.891	18,56	208.204	11,40	627.095	15,36
56 - 60	85.877	3,80	72.302	3,96	158.179	3,87
61 - 65	2.923	0,13	1.091	0,06	4.014	0,10
65 +	225	0,01	47	0,00	272	0,01
Jumlah	2.257.408	100,00	1.825.952	100,00	4.083.360	100,00

Source: The Deputy of Information-the National Civil Service Board

Table 1 shows that the number of civil servants in Indonesia is still dominated by male civil servants with 2.257.408 people. In other hand, age distribution mostly spread at age of 46 to 50 for male civil servants and age of 41 to 45 for female civil servants. At group of age 56-60 is the group of people who hold structural positions and for functional positions, but for functional positions the limit of age is up to 65 years old, meanwhile age above 65 years old usually hold by university professors or research professors.

Furthermore, at table 2 shows that number of persons who are placed at rank III lead to other rank at 1.112.066 of 2.254.382 of total civil servants population. In addition, table 2 also shows that number of rank I is the lowest one, this fact tell us that the education levels of the Indonesian civil servants getting better since rank II are dominated by high school graduates to diploma graduates and rank III mostly are dominated by bachelor degree graduates and post graduates holder

and only a few are filled up by high school graduate with maximum achievement at III/a with tenure for more than 16 years to 30 years tenure, for more details are presented by table 3.

**Table 2 Number of Civil Service Grouped by Rank and Sex
June 2008**

Number	Rank/grade	Sex				Total	%
		Male	%	Female	%		
1	I/a	19.314	93,73	1.291	6,27	20.605	0,51
2	I/b	3.767	89,35	449	10,65	4.216	0,10
3	I/c	36.129	89,75	4.128	10,25	40.257	0,99
4	I/d	21.839	92,14	1.862	7,86	23.701	0,58
Total of Rank I		81.049	91,29	7.730	8,71	88.779	2,19
5	II/a	281.670	60,07	187.239	39,93	468.909	11,54
6	II/b	112.090	53,51	97.374	46,49	209.464	5,16
7	II/c	135.675	53,53	117.796	46,47	253.471	6,24
8	II/d	110.070	57,76	80.506	42,24	190.576	4,69
Total of Rank II		639.505	56,98	482.915	43,02	1.122.420	27,63
9	III/a	296.409	52,52	267.980	6,80	564.389	13,89
10	III/b	290.847	57,16	218.018	6,80	508.865	12,53
11	III/c	226.276	55,74	179.709	6,80	405.985	10,00
12	III/d	298.534	53,09	263.806	6,80	562.340	13,84
Total of Rank III		1.112.066	54,47	929.513	45,53	2.041.579	50,26
13	IV/a	361.879	49,72	365.947	6,80	727.826	17,92
14	IV/b	45.546	71,29	18.341	6,80	63.887	1,57
15	IV/c	10.409	82,23	2.249	6,80	12.658	0,31
16	IV/d	2.965	82,96	609	6,80	3.574	0,09
17	IV/e	963	85,15	168	6,80	1.131	0,03
Total of Rank IV		421.762	52,13	387.314	47,87	809.076	19,92
Total		2.254.382	55,50	1.807.472	44,50	4.061.854	100,00

Source: The Deputy of Information-the National Civil Service Board

Table 3 below shows that rank I are dominated by group of age 41 to 45 years old, rank II are dominated by age 36 to years old, rank III are dominated by age 41 to 45 years old, and rank IV are dominated by age 46 to 50 years old.

**Table 3 Number of Civil Service Grouped by Age and Rank
June 2008**

Age Group	Rank								Total	%
	I	%	II	%	III	%	IV	%		
18-20	45	1,6	2.667	97,7	17	0,6			2.729	0,1
21-25	2.438	2,7	76.098	85,4	10.609	11,9			89.145	2,2
26-30	7.426	2,5	185.426	62,0	106.135	35,5		0,0	298.987	7,4
31-35	13.713	3,3	199.236	47,7	204.320	48,9	619	0,1	417.888	10,3
36-40	21.814	3,1	264.754	38,2	386.908	55,8	19.401	2,8	692.877	17,1
41-45	22.005	2,4	187.845	20,3	562.304	60,7	154.692	16,7	926.846	22,8
46-50	13.835	1,6	107.938	12,6	443.949	51,9	289.533	33,9	855.255	21,1
51-55	7.503	1,1	97.511	14,8	303.095	45,9	251.766	38,2	659.875	16,2
57-60			945	0,8	24.092	21,1	89.153	78,1	114.190	2,8
61-65					150	4,1	3.495	95,9	3.645	0,1
66-70							417	100,0	417	0,0
Total	88.779	2,2	1.122.420	27,6	2.042.579	50,3	809.076	19,9	4.061.854	100,0

Source: The Deputy of Information-the National Civil Service Board

Table IV tells that majority people of the population lied at rank III and education attainments at this group are bachelor degree holders with 2.041.579 people. Therefore, as normative the education quality of the Indonesian civil servants pretty good if it is compared with the number of high school graduate at rank III with 715.234 people .

**Table 4 Number of Civil Service Grouped by Education and Rank
June 2008**

Education	Rank I		Rank II		Rank III		Rank IV		Total	%
	I	%	II	%	III	%	IV	%		
Elementary School	37.024	36,4	64.671	63,6					101.696	2,5
Junior High School	45.029		78.780	63,3	2.569	2,0			126.378	3,1
Senior High School	6.701		678.987	44,7	715.234	47,3	114.505	7,6	1.523.427	37,3
Diploma I	25		39.737	51,0	30.718	39,4	7.492	9,6	77.968	1,9
Diploma II			121.340	18,9	256.876	40,1	262.171	40,9	640.387	15,8
Diploma III			129.722	38,3	155.751	46,0	52.904	15,6	338.377	8,3
Diploma IV			98	1,1	8.532	93,5	497	5,4	9.127	0,2
Bachelor degree			11.089	1,0	826.576	71,5	318.255	27,5	1.155.920	28,5
Master degree					43.097	47,4	47.743	52,6	90.840	2,2
Doctoral degree					2.226	28,8	5.509	71,2	7.735	0,2
Total	88.779	2,2	1.122.420	27,6	2.041.579	50,3	809.076	19,9	4.061.854	100,0

Source: The Deputy of Information-the National Civil Service Board

Table 5 explains that most of female civil servants have education attainment as high school graduate with 658.422 people at 36, 06% of female civil servants. In addition, bachelor degree holders were the top second group of female civil servants with 500.351 people at 27, 40% of female civil servants population. In other hand, the top first groups of education attainment of male civil servants were high school graduate with 864.879 people at 38,31% of male civil servants population. And the second top groups of male civil servants were bachelor degree holders with 666.169 people at 29, 51% of civil servants male population.

**Table 5 Number of Civil Service Grouped by Education and Sex
December 2008**

Education (1)	Male (2)	% (3)	Female (4)	% (5)	Total (6)	% (7)
Elementary School	94.655	4,19	5.411	0,30	100.066	2,45
Junior High School	112.507	4,98	15.647	0,86	128.154	3,14
Senior High School	864.879	38,31	658.422	36,06	1.523.301	37,31
Diploma I	27.741	1,23	50.642	2,77	78.383	1,92
Diploma II	250.182	11,08	385.709	21,12	635.891	15,57
Diploma III	162.704	7,21	179.876	9,85	342.580	8,39
Diploma IV	6.747	0,30	2.993	0,16	9.740	0,24
Bachelor degree	666.169	29,51	500.351	27,40	1.166.520	28,57
Master degree	65.701	2,91	25.410	1,39	91.111	2,23
Doctoral degree	6.123	0,27	1.491	0,08	7.614	0,19
Total	2.257.408	100,00	1.825.952	100,00	4.083.360	100,00

Source: The Deputy of Information-the National Civil Service Board

Table 6 explains the distribution between male and female who hold echelon in civil service structure. Echelon is a name of group of structural position in the Indonesian civil service system that is divided into 5 range: Echelon I the highest position which is equal to position of vice minister; Echelon II is a position that equal with position of director; Echelon III is a position that equal with department head; Echelon IV is a position that equal to sub-department head position; Echelon V is the lowest one is a position that equal with sub-sub department head or section head. This table explains that most of echelon officers are still dominated by male officers with 194.120 people, meanwhile for female officers were about 52.873 people. Most of structural officers lied at echelon IV and echelon V with the proportion of 74, 6 % and 17, 0% of total population.

**Table 6 Number of Civil Service Classified by Sex and Echelon
June 2008**

Echelon	Male	%	Female	%	Male + Female	%
Echelon I	556	91,3	53	8,7	609	0,2
Echelon II	6.644	92,9	506	7,1	7.150	2,9
Echelon III	35.936	85,5	6.088	14,5	42.024	17,0
Echelon IV	140.958	76,5	43.203	23,5	184.161	74,6
Echelon V	10.026	76,8	3.023	23,2	13.049	5,3
Total	194.120	78,6	52.873	21,4	246.993	100,0

Source: The Deputy of Information-the National Civil Service Board

In table 7 shows about the functional position distribution based on age and type of functional position. Functional position is a position within civil service system that represents of group of experts with specific qualification. Since structural position within civil service system is scarce resources, therefore, majority of civil services are suggested to choice one of functional positions as their career path and as reward they also have particular allowance for their positions. Moreover table 7 explains that majority of functional positions lied in teacher position with 1.626.639 people of total population of functional position officers.

**Table 7 Number of Civil Service Grouped By Age and Functional Position
June 2008**

Age Group	Functional Position					Total
	Teacher	Medical	Nurses	Lecturer	Others	
18-20	47	16	63		1	111
21-25	12.971	2.655	8.489	524	433	22.433
26-30	51.125	5.165	29.671	5.465	3.018	91.934
31-35	87.714	4.572	38.738	8.453	8.058	148.578
36-40	262.749	4.136	35.596	10.758	20.843	334.518
41-45	440.050	3.709	22.432	13.589	39.016	519.223
46-50	408.703	3.119	12.049	15.995	42.279	482.735
51-55	268.387	1.020	17.684	11.729	34.161	335.080
57-60	97.889		496	5.058	8.378	112.841
61-65				3.291	330	3.621
66-70				417		417
Total	1.626.639	24.392	165.218	75.279	156.967	2.051.491

Source: The Deputy of Information-the National Civil Service Board

Above tables give broader perspectives of the Indonesian civil service in terms of civil service distribution on age, sex, education, rank, structural position in echelon term and functional positions. Therefore, the existence of the Indonesian civil service need to be manage in professional way, thus they be able to bring positive contribute to country. Regard to that mention, next section will explain division of labor among government agencies that in-charge with training of civil service management.

Division of Labor of Training Management

Due to implement the decentralization policies in 1999, The National Institute of Public Administration (NIPA) or LAN as fostering government agency in training and education for the Indonesian civil servants delegates some parts of their authorities to the line ministries training centers and also for local governments

training centers to conduct training for civil servants in their region based on competency needed by the civil servants. The division of labor amongst LAN and other institutions in terms of training management shows as follow:

Table 8. The Division of Labor of Training Management

Number	Agency	Training Area
1	National Institute of Public Administration	<p>Main area:</p> <ul style="list-style-type: none"> • Fostering training for civil servants both central government and local governments • Conducting training for Echelon 1 and echelon 2 <p>Additional area: Certain technical training , functional training (Widyaiswara/trainer)</p>
2	Ministry of Home Affairs	<p>Main area: Conducting technical trainings in home affairs matters</p> <p>Additional area: fostering trainings management in local governments in the area of home affairs matters</p>
3	Line Ministries	<p>Main area: Technical trainings and training for functional functions for fostering institutions.</p>
4	Local Government	<p>Main area: Conducting leadership trainings (Echelon 2, 3, 4 and pre-service training for civil servants in their jurisdiction)</p> <p>Additional area: Conducting technical training</p>
5	Private Training Centers	<p>Main area: Conducting trainings except for the area of leadership training for echelon 1, 2, 3, 4 and pre-service training. And also except functional training and other specific technical training for government officials.</p>

In other hand, management of civil service in Indonesia also divided into several ministries based on their main function and duty:

Table 9 Management Civil Service in Indonesia

Number	Agency	Function
1	Office of the President (State Secretariat and Cabinet Secretariat)	Overall government policies
2	Ministry of Finance	Pay and pensions
3	Ministry of Administrative Reforms	Supervision, coordination, monitoring and evaluation of all civil service's matters.
4	National Agency for Civil Service	Appointment, promotion and Transfer.
5	National Institute of Public Administration	Education, training and organizational design

Source: (Tjiptoherijanto, 2006, 12)

As the implication of unitary system, any implementation of regulation in training system must be reference on the regulation of civil service as shows in below table:

Table 10 Legal Framework of the Indonesian Civil Service System

Number	Regulation	Subject Matter
1	Law number 8 Year 1974	The Primary Regulations In Civil Service
2	Law Number 43 Year 1999	The Revised Version Of The Law Number 8 Year 1974 About The Primary Regulation In Civil Service
3	Law Number 32 Year 2004	Regional Government
4	President Decree Number 87 Year 1999	Functional Function Clustering
5	President Decree Number 101 Year 2000	Training For Civil Servants
6	LAN Chairman Decree Number 4 Year 2003	Training Officer Course
7	LAN Chairman Decree Number 7 Year 2003	General Guideline of Fostering Technical training
8	LAN Chairman Decree Number 9 Year 2003	Guidance In Distance Learning For Management Training
9	LAN Chairman Decree Number 6 Year 2003	Management Of Training
10	LAN Chairman Decree Number 3 Year 2007	Pre-Service Training For Civil Servants In Grade 1 And Grade 2
11	LAN Chairman Decree Number 4 Year 2007	Pre-Service Training For Civil Servants In Grade 3

12	LAN Chairman Decree Number 5 Year 2007	Pre-service training for candidate of civil service that come from contract employee
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Career based system that is applied in Indonesia, therefore, as consequence, all civil servant is serve for long terms periods as well as long road of advancement to the reach the higher grades. Regularly advancement is every 4 years for and every 2 years for functional positions. As noted by the ADB (2004, 75):

“Indonesia has what, in a comparable context, would be called a career civil service system. In a career system, civil servants are recruited to the service when they are young, on the basis of entry examination results and level of education. A career is advanced through ranks where promotion is based on experience (seniority) and formal promotional training. Such training is general instead of technical or managerial. Civil servants, who thus are generalists rather than specialists, are allocated to positions through management decisions”.

Moreover, ADB stated that (2004, 75), in many ways, this system less competitive than position based, because:

- 1) In the fact, career system provides job security for long terms periods even retirement allowance. Therefore, lack of sense of crisis which stimulus the competition amongst employees.
- 2) Advancement based on cumulative of working years instead of expertise
- 3) There are no different credits between highly performance employees and regular employees.
- 4) Lack of merit competition since rigidity in regulation which limited the innovation and creativity of the employees.

- 5) Conventional culture which more consider the seniority instead of performance

These arguments are similar with description by UNDP (2003, 15):

- 1) Security of job means that financial benefits may be slightly lower than for the more risky private sector, say, but benefits for health, pensions, redundancy etc may be better because of the long tenure within one organization;
- 2) Security against early termination of employment means that higher standards of conduct, behavior and work may be expected. Employees should not take advantage of their job security by lowering their standards.
- 3) Systems for developing a career path for each individual need to be developed, through upgrading of qualifications, promotion, incremental financial rewards, and these in turn require training, performance and evaluation systems to be organized.
- 4) Promotion should be based on merit, but a long-term career implies everyone gets some satisfaction from the system. So opportunities for fast-track promotion and annual financial increments subject to satisfactory performance may be included.
- 5) Advancement for an individual may be achieved through mobility – promotion to a higher grade in a parallel organization or another location, by direct transfer or competition.

- 6) The possibility for advancement by moving upwards via several different ministries, say, implies the need for substantial generalist training to achieve good standards wherever the appointment.
- 7) Mobility is facilitated by a common framework – of standards, grades, job classifications, remuneration – across all branches of the same public administration so employees know where they are in relation to where they were.
- 8) Posts will generally be filled by selection from within the service, and this still allows competition.

B. Analysis on Current Problems and Status

The training and education are one of the instruments to enhance the capacity building of the government officials in dealing with changing environment. In other hand, training and education also used by the organization to improve the performance of the employees by put more value added on their skills, abilities, attitudes, and knowledge as part of their human capital. For instances: Language skill, logic, numeric skill, leadership, and other cognitive and attitude aspect. However, the continuity, quality and integrity of the training plan should be considered as well. As noted by Chlicickas & Borisas (2005, 3):

“To fully ensure efficiency and high quality of training, aspects of annual order formation and training programs control, problems of ensuring unified minimum of training for a certain period and certification are of utmost importance. It is very important to assess the methodological essence of the program, the qualification of an educator and appropriate logistic support. This would allow an efficient

employment of human and material, technological and informational development resources of the institution”.

Based on above quote, if we look to the Indonesian training system, there are some criteria which not fulfills above mentioned as noted by Chlicickas & Borisas (2005) such as:

- 1) There is no annual order formation and training program control by the authority institutions. Even if, there is some monitoring and assessing programs but mostly just like routine activities without much changes.
- 2) Training programs mostly supply driven instead of demand driven. Therefore, in many cases, they did not match with job requirements.
- 3) The role of human resources department in keeping valid data base is very weak. Therefore, there is no valid data base which recorded about the training history and educational back ground, job experience and expertise and field of interests of each individual. As results, there were very common that some persons have bigger chances in participate in any training then other, just because they have more access and closer relationship to the human resources department.

C. Framework of Analysis

Dirk (1997, 2) noted that to figure out the issues in the training system, there are several questions need to be answered, in the following manner:

1. **The objectives of training.** Identification of the official objectives of training or, if there are none, description of the situation.
2. **Legal framework.** Do civil servants have a right or an obligation to assist training? Or is participation in training just a way to advance a person's career?
3. **Funding.** Who has to pay for the training-the trainee or the office? Are there foreign funding sources?
4. **Training institutions.** A look at the institutions that exist and a discussion of their legal status.
5. **Teaching Personnel.** Information on the background of the teachers.
6. **Needs assessment and contents of training.** A description of the most important subjects and methods of training.
7. **Target groups.** To who is the training targeted?
8. **Training formats.** Descriptions of the training formats offered, from school and university courses to other types of vocational training.
9. **Development of training curricula.** Is the curricula-demand driven or supply-driven? Who are responsible developing training materials?
10. **Planned changes and further developments.** An outlook for the developments of the near future.

Furthermore, the Centre for Management Organization Development (CMOD, 18) noted that the key issues to be aware of in opting for formal training are:

1. Clarity on the content and objectives of learning programs
2. Ensuring programs objectives meet individual and work specific needs

3. Tailoring standard programs to meet specific needs
4. Involvement of learners in decisions about training
5. Consultation with departmental training officer
6. Consideration of a range of formal training options
7. Used of local skills, knowledge and expertise on training programs
8. Evaluation of effectiveness of training
9. Value for money and utilization of resources

As summarize the issues above, in the following framework will be used to analyze the current problems and status occurs in the Indonesian Training System:

1) Training supplier

Based on Government Decree Number 101 Year 2000, the training suppliers are conducted by accredited training centers in both central government and local government. The training supplier determined by the type and levels of training. Such as:

- a. Pre-service training conducted by the accredited training centers for civil servants in central government and local government except LAN.
- b. Leadership training for echelon 4 up to echelon 2 conducted by both central government and local government accredited training centers.
- c. Leadership training for echelon 1 only conducted by LAN and also for leadership training for echelon 2, LAN still takes account on it.

- d. Functional service training conducted by the fostering institution for each functional service, such as LIPI conducted training for researcher, LAN conducted training for trainer or Widyaiswara
- e. Technical service training conducted by the fostering institution for each technical training, such as Ministry of Transportation conducted training for aviation traffic officers, Ministry of Agriculture conducted training for farmer in green farming, etc.

The problem occurs in this part involving:

a) The authority

There is overlap authority in managing civil servants in local government between NIPA and MOHA. And also between NIPA and technical institutions (Such as training for functional functions), NIPA with other institution except the five training management institutions, such as NIPA and Bappenas, such as in procurement training and also in technical overseas training between NIPA and Bappenas and NIPA and State Secretary Office (Sekneg).

b) The trainers sources

The trainers for each type and level of training are different one to another. It depends on the competency and working hours in teaching as trainer and also the career experiences. But, for the specific training course the trainers come from the outside trainer's service such as researcher, professor and related experts which match with the training course topics. Such as for the topic of decentralization, government reform or

entrepreneurship might be the available trainers did not have expertise's in those areas, therefore, the trainer possibly come from the real expert for those topics instead of the available trainers. The problem is mostly trainers only have general knowledge instead of special expertise and most of them already old, since the trainers majority come from retirement civil servants.

2) Training consumer

The training customers mostly come from both central government and local government, except for technical training, the customers also come from non government organizations. The customers of the training program which come from the government organizations mostly categorized into pre-service training and in service training which divided into two three groups' leadership training, functional service training and technical training.

The problems:

Since the training centers always have regular customers (civil servants), therefore the training content become less competitive and innovative compare with private institutions. So, there is tendency that the participants bored with the materials offering during the courses.

3) Training evaluation

Training evaluation mostly done by the fostering institution with other training management institutions. It is very rare evaluation done by the participants and alumni. Therefore, the result of the evaluation there is no much change.

As result, there is no competition among the training centers, there is no significant awards or credits for the best performance which can encourage them to improve the service quality.

4) Training contents:

Training content including 2 issues pre-service training and in-service training, as explain below:

The Problem within Pre-Service Training

1) Ambiguity pre-service training systems

The content of the training for general applicants mostly about introduction of the civil service system such as responsibility, attitude, general knowledge in managerial skills, the consciousness of national integrity, basic knowledge in public service, law and constitutions, and other general knowledge in government matters. In other hands, for the civil servants who come from the government special school have more specific technical and managerial skills needed by the job requirements.

2) Capability gaps

In general on the early stages there is gap between the government school graduates and the general applicants. In order to solve the gap, usually after pre-service training, for the general applicants there are some internship or orientation around 1 month up to 6 months in each ministries

before their placement. However, this internship programs were not the basic requirements which mentioned by the regulation, but only based on consideration of need of each ministries.

Therefore, for some cases there are still gaps remain. Consequently, in the next step (in-service training), the human resources management should be quick response in mapping the needs of training to tailor the skills and knowledge gap among them.

The Problems within In-Service Training

1) Training plans did not match with the human resources plans

Preferably, training provided since the basic level up to advance level in continuity, integrity and utility. But, what will happen if the training provided mostly top down approach instead of bottom up approach, without look at to the real need in the operational levels, as results many training programs did not match with the job requirements of the employees in the origin unit. Therefore, the training outcome cannot much utilize by the organization. In other word, we can say that the training programs planning did not match with the specific needs of the working unit. It might be happen since the training program designing in different way with the human resources strategic planning, though the training programs embedded with the human resources department. This conclusion supported by Grindle (1997, 15):

“The case studies of human resources development are explicit in recognizing the link between training (a personnel issue) and utilization (an organizational issue). This link directs attention to the challenge of organizational strengthening, a second focus of capacity building initiatives”.

Ideally, the training programs should be match with the planning of human resources department which be positioned in one line with the organization objectives. As noted by Daley (2002, 217):

“Training is related to goal setting in agency planning processes as well as in the making of career assignments, the appraisal on performance, and other aspects of job management. Without the setting of clear organizational goals for the training function, the common result is management failure to utilize training effectively and consistently in relation to other administrative systems”.

Furthermore, Daley (2002, 217) stated that:

“The human resources department in any organization should have blue print of specific competency of the employees and the planning to improve those specific resources based on the job requirement and career path of the employees. However, it was very rare case that human resources department will use that blue print in designing the training programs for the employees. As result, for certain training programs only involving few people redundantly, mean time the person who really needs that training cannot deal with that because most of strategic training programs tend to be exclusively and based on the certain people decisions. In other hand, the person who involve redundantly in certain training program less enthusiasm, bored with the same topic “.

2) No requirement training hours need for the individual employee

The other problems, related with the training programs are there is no any regulation in civil service that mentioned about the training hours needed by individual civil servants within certain time. Therefore, there is no obligation for the employer to send their employees to have certain training which based on the regulation requirement. Furthermore, this

situation made the employees' hard time in asking their right to their employer to have certain training, since there is no regulation that tells them to do so. Only the official letter from the human resources department which asked them to participate in certain training but it cannot be happened if the employer did not give approval.

As the result, the distribution of training opportunity was imbalance for some employees. For instance, in the unit with rapid work load, the chance to participate in some training programs will be less than unit with less work load. Since, there is no requirement for annually training hours; it was very difficult to employees ask to their employer to participate in training programs.

3) The training contents

Most of the subjects offering on in-service training provided for staff levels or structural levels. In contrast, the offering training programs to enhance capabilities of functional functions so limited. Mean while, the functional functions are the back bone function of organization's operational, however, there existence did not much have attention by the training system as well as the organization. Because, their positions structurally are weaken by the structural functions.

The training content also did not determine which program is categorize as general knowledge, which program is categorize as basic knowledge and which program is categorize as advance knowledge or professional

knowledge. Most categories made only based on structural or echelon instead of functions. Such noted by the Asian Development Bank:

“Civil service training must be geared toward acquiring technical and managerial skills instead of merely being a mandatory formal requirement for promotion between ranks and echelons” (2004, 14).

D. Conclusion

The problem with training system can be concluded as follow:

- 1) Overlapping authority in managing training system
- 2) There is no annual needs requirement training for individual civil servant
- 3) There is no sustainability in-service training for functional position
- 4) There is no link between human resources planning and training output
- 5) Mostly pre-service training not link with in-service training
- 6) Only few ministries which prepare their pre-service training for the job requirement through their own schools.
- 7) Mostly training provided by the employer were supply driven instead of demand driven
- 8) There is no specific qualification and requirement and advance planning which determine which person should have generic knowledge, which person should have specific knowledge, when and how long?

CHAPTER 3

LITERATURE REVIEW

A. Background Information

One of the big problems of the Indonesian Civil Servants after corruption is less performance. The role of civil servants today is not only to deliver the public services to their customers, but also how to provide the best public services to their customers. Paradigms of public service delivery already change since the New Public Management introduced in 20th century. Competiveness is the key point of service delivery today. The public sectors not only compete with the private sector but also with other public institutions which have similar functions and tasks, such as the government training centers.

Governments training centers divide into central government training centers and local governments training centers. For some of the reasons, they provide same services; therefore they need compete in order to keep their sustainability in their service delivery. They also sometimes should compete with the private training centers because they have same customers and service. Regulations did not enough to protect them from the market demands and individual preferences.

The quality of training system will be determining the output of the civil servants which involve in it. Issues in training system are not only about the service provider but also curriculum, trainers, methods, infrastructures, objectives, and

so on. Reforming the training system without assessing the problems occurs will be useless. Reforming also should have the feasibility and continuity ability. Reforming is never ending process, what you have today is the initial condition for tomorrow.

B. Theoretical Background

1. Type of Training System

Type of training system for civil servants divided into two: Pre-service and in-service training. Pre-service training is the training which provides to the civil servants, before they are being placed in any certain civil service position. In other hand, in-service training is the training which provides after they are being placed in any civil service position.

There are two types of pre-service trainings, firstly pre-service training which prepared by the special government schools to their students which have status as civil servants for 1 up to 4 years of education in their special college or academy or school such as tax college, immigration college, state statistics college, army academy, air force academy. This system emphasize on education on pre-service training and less attention on in-service training. This system fully applied in France training system which has elaborated of civil service school which separate from public universities. Each of them is run under the supervision of the Minister whose competence is the most

relevant; the ENA is supervised by the Prime Minister (but managed by the Ministry of civil service) (Bouniol & Laurent, 2005, 1).

The France pre-service system provides the initial training to future civil servants, means that they train the students before and so that they are given a post in the civil service. As a rule, students are civil servants in training and consequently receive payment, in exchange for an agreement to serve in public administration for a number of years (usually ten). It is important to note that in some of these schools, there may also be regular students, who are not planning to become civil servants, and are not paid (Bouniol & Laurent, 2005, 1).

This case also happens in Indonesia for some ministries but not whole, such as: Ministry of Finance which has their own schools within several majors such as accounting, tax, management assets and treasury, and custom. And also Ministry of Home Affairs with Home Affairs Administration College within diploma programs up to four years education. And also other technical line ministries which need specific requirement for their employee such as Ministry of Transportation, Statistics National Bureau, Army, Air Force, NAVY, Police Corps., and so on.

These specific schools are generally focused on a single more or less broad topic, have a moderate size, and are highly selective. Training mainly consists in practical knowledge, professional skills and work methods necessary in the future work environment. Entry to these schools is granted

through competitive examinations, open to candidates fulfilling objective criteria (age, level of education). Students come from high schools and university, or may already have a work experience. At the end of their studies, students are ranked according to their academic merit. In order of decreasing merit, they are asked to choose the service they wish to join, after a list indicating openings: the best ranked graduate having the widest choice, the last one having none. Some of these schools also organize continued training programs or sessions for civil servants in activity (Bouniol & Laurent, 2005, 1).

The other pre-service training type is pre-service training which given by the employer to their new entrants which come from general recruitments. Mostly, the subject taught in this training has characteristic as general knowledge after they finish this training; they will be placed in their position for 2 or 4 years before the next rotation. Usually before, they placed in their permanent position; they will have orientation for 1 up to 6 months in different parts within ministry. Therefore, after they placed in the permanent position, they already understand about the main duty and function of the workplace where they are working for. This training is the common pre-service training for the Indonesian officials and also for some countries such as UK which more emphasize on in-service training instead of pre-service training.

The other training type is In-service training. This training objective is directly to enhance, to develop, and improve the performance of civil servants based on their job requirements. Therefore, the professionalism of civil servants is the main goals of in-service training. However, for some reasons in-service training is mostly only for advancement requirements instead of improving capacity building of civil servants. Ideally, in-service training is to maintain the learning process in facing the changing environment. Technical and managerial skills are important in supporting the different challenge of changing environment.

2. Capacity Building and Civil Servants Performance

Improving capacity building through training is one of the instruments used by organization to improve the performance of the employees. Why capacity building through training is important to improve the employee performance? Grindle (1997, 34) was defined capacity as the ability to perform appropriate tasks effectively, efficiently, and sustainability. Capacity building refers to improvements in the ability of public sector organizations, either singly or in cooperation with other organizations, to perform appropriate tasks. Therefore, capacity building is intended to encompass a variety of strategies that have to do with increasing the efficiency, effectiveness, and responsiveness of government performance (Grindle, 1997, 5). Moreover, Grindle was asked questions: "What is different between capacity development and capacity strengthening with capacity building? Do they have same explanation? Capacity development or capacity strengthening is the signal of

strengthening existing capacity rather than constructing capacity that does not yet exist (1997, 6)”. Therefore, in some extent they look similar, but capacity building tends to create something instead just only improving something. Meanwhile, capacity strengthening more like put value added into the existing condition which already created by capacity building.

The below tables show the dimensions of capacity and dimensions and focus of capacity building initiatives.

Table 11 Dimensions of Capacity

Action Environment	The Institutional Context of the Public Sector	The Task Network	Organization	Human Resources
The Economic: <ul style="list-style-type: none"> • Growth • Labor Market • International economic relationships & conditions • Private sector • Development 	<ul style="list-style-type: none"> • Concurrent policies • Public service rules & regulations’/ Budgetary support • Role of the state • Management practices • Formal & Informal power relationships 	<ul style="list-style-type: none"> • Communications and interactions among: Primary organizations, secondary organizations, support organizations 	<ul style="list-style-type: none"> • Goals • Structure of work • Incentive system’/management/leadership • Physical resources • Formal and informal communications • Behavioral norms • Technical assistance 	<ul style="list-style-type: none"> • Training • Recruitment • Utilization • Retention
The Political: <ul style="list-style-type: none"> • Leadership support • Mobilization of civic society • Stability • Legitimacy • Political Institutions 				
The Social: <ul style="list-style-type: none"> • Overall human resource development • Social conflict 				

<ul style="list-style-type: none"> • Class Structures • Organization of civic society 				
The Performance output: <ul style="list-style-type: none"> • Effectiveness • Efficiency • Sustainability 				

Source: Grindle (1997, 36)

However, so many people confuse about the different between capacity building for institutional objectives and capacity building for human capital objectives. The Table below shows the different among them:

Table 12 Dimension and Focus of Capacity Building Initiatives		
Dimension	Focus	Types of Activities
Human resource development	Supply of professional and technical personnel	Training, salaries, conditions of work, recruitment
Organizational Strengthening	Management system to improve performance of specific tasks and functions; microstructures	Incentive systems, utilization of personnel, leadership, organizational culture, communications, managerial structures
Institutional Reform	Institutions and systems; macrostructures	Rules of the game for economic and political regimes, policy and legal change, constitutional reform
Source: (Grindle, 1997, 9)		

Thus, based on above table, reforming training system is part of human resources development dimension in order to create professional and technical personnel.

As conclusion regards to the Grindle et.al. studies about training related with capacity building note that:

“ ...Individual performance is more affected by opportunities for meaningful work, shared professional norms, teamwork, and professional norms, teamwork, and promotion based on performance than it is by training in specific skills. Effective training activities will most likely take place within contexts in which these other aspects are in place or are being simultaneously developed” (Grindle, 1997, 56).

3. Training and Performance

Training is the bridge to facilitate the lack of skills with the job requirements. Wexley and Latham (1991, 93) as cited in Pynes (2004, 284) define training and development as planned effort by an organization to facilitate the learning of job-related behavior on the part of its employees. Training and development seek to change the skills, knowledge, or attitudes of employees. Program may be focused on improving and individual's competency in one or more areas expertise, or increasing an individual's motivation to perform his or her job well (Pynes, 2004, 284). Furthermore, Pynes said that:

“Training is typically associated with improving the performance, knowledge, or skill of employees in their present positions. Career development is viewed as a continuous process consisting of evaluating abilities and interests, establishing career goals, and planning development that relate to the employees' and organization's future needs” (2004, 304).

Growing fast changing environment demands quick response of organization in managing their employees. Through training, the employees find out the new skills, improve knowledge and abilities. Training can be targeted to help employees learn new job specific skills, improve their performance, or change their attitudes. Training and development must be integrated into the core human resources management functions (Pynes, 2004, 284).

Richard Rudman (2003, 7) stated that performance is focused behaviour or purposeful work. In other words, job exist to achieve specific and defined results, and people are employed to do those jobs because the organisation wants to achieve those results. In the meantime, Michael Armstrong (2000, 7) noted that performance is the achievement of quantified objectives. The Oxford English Dictionary defines performance as the accomplishment, execution, carrying out, working out of anything ordered or undertaken (Armstrong, 2000, 7).

However, lack of skills is not the only factors which determine low performance. Shapiro (1995, 206) said that in some cases, training is inappropriate solution for solving low performance. Because, they were be caused by the other factors such as compensation, accountability, performance standard, suitability and also structure of the system (civil service) itself. Therefore, we need to use needs assessment before chose the tools for solving the performance problems.

The case studies in six countries conducted by Grindle et.al. (1997, 34): Bolivia, the Central African Republic, Ghana, Morocco, Sri Lanka, and Tanzania, were indicates that while training and recruitment are important aspects of developing capacity, effective utilization of human resources within organizations is the most important factor in determining whether public officials are productive or not. Thus the human resource problem for organizations was often not so much the availability of well-prepared personnel, but how they were utilized once they were recruited into an organization (Grindle, 1997, 53).

Furthermore, Shapiro said that since the training decisions made from the top of the organization for people several layers below can be inaccurate with regard to their needs in the absence of behavioral data. In addition, any form of management or leadership training which is mandated by top management, but not attended by them is likely to be unsuccessful. This caused by their failure to use (model) the behaviors contained within the training program. The absence of behavior modeling results in the classic contradiction: "Do as I say, not as I do" (1995, 206).

As solution, Shapiro offered the process of identifying and verifying the need for training. This analysis or assessment process contains two phases. This first phase is called performance analysis. The second is called need analysis (Shapiro, 1995, 208). Firstly, Performance Analysis, in this phase, the top managers identifies the disparity between what the subjects

(managers and supervisors) of the proposed training are doing and what is desired. In other words, they consider the performance discrepancies or gaps in the desired behavior and the present behavior. (Shapiro, 1995, 208)

4. Training Assessment Methods

The most effective method for describing the discrepancy is to define desired behavior using the performance time, criteria and conditions components used to construct a program or module objective. Then, the actual performance can be described within the same structure. The gap becomes immediately apparent (Shapiro, 1995, 208).

A successful performance analysis involves hypothesizing the cause of the disparity against a number of factors. These include the knowledge and skills that the group is lacking, the system(s) in which they work, compensation structure, accountability, performance standards and the selection system used to determine employee suitability.

Before proceeding with training, the top managers need to decide if the performance problem is solely behavioral. To accomplish this key must consider performance factors relevant to motivation (Shapiro, 1995, 208).

Key questions include (Shapiro, 1995, 208):

1. Are employees held accountable, are they rewarded for the performance?
2. If they are held accountable, are they rewarded or punished for: Correct performance? Non performance?

3. Does the system create obstacles to desired performance? At minimum, this process will either confirm the training need or point in another direction.

Too often training is prescribed as the cure for a performance problem that is not related to the performer's knowledge or skill. Such problems can be remedied by changing the system, accountability, compensation, etc. If the problem is related to the ion performers' knowledge and skill, then the identification of the performance problem will be useful in the selection of a training vendor. Also, it will help identify systemic changes that will bring about or support the desired behavior and results (Shapiro, 1995, 2008).

Secondly is need analysis. A needs analysis provides reasonable evidence that confirms or denies the hypothesized cause of a performance problem by getting as close as possible to the transaction in question. It should also be noted that the method used to evaluate evidence of a problem can also be used to conduct the post training evaluation (Shapiro, 1995, 209).

An individual's ability to learn specific tasks and skills is an important consideration in the overall assessment of training needs (Robertson and Downs, 1989). In individual-centered needs assessment, remedial training commonly utilizes skills testing and performance testing.

The potential trainees then asked to rate him or herself in terms of perceived proficiency in each of the skill areas. Training for advancement of for displacement is often assessed similarly, except that the new

position to which the employee will be moving is used as the base. In training for growth, the individual-centered approach to needs assessment may utilize the interest inventory as well (Maslow, 1976: 10-4) as cited in Daley (2002, 220).

Organizational, job, and personal needs assessment approaches are not mutually exclusive. In fact, each serves to inform the training designer in a different way. Ideally, a multi-method approach to needs assessment would be the rule in learning design. Regardless of the approach used, the guiding principle in assessing training should be "How does this improve the organization?" (Daley, 2002, 220)

Daley (2002, 218) noted that needs assessments draw information from analysis of individual employees, management plans and concerns, or environmental factors affecting the organization. Regarding the type of assessment approach adopted, the general objective is to determine training and development needs and to translate those needs into learning tasks.

The involvement of trainees and their supervisors in the needs assessment process also helps develop organizational trust and teamwork (Braun, 1979; Boyer and Pond, 1987; Schneier, Gutherie, and Olin, 1988; Haas, 1991, as cited in Daley (2002, 218)). McGeehee and Thayer (1961) as cited in Daley (2002, 218) stated that outline three levels to the analysis of training needs organizational, operational/job, and individual/personal.

Organizational analysis focuses on the general treatment needs necessary for implementing or carrying out the human resources planning process on the general treatment needs necessary for implementing or carrying out the human resources planning process. It concentrates on those functions that help in maintenance of the existing organizational structure, enhancing its efficiency of updating operations, and in nurturing the organizational culture. (Daley, 2002, 219)

Job analysis is devoted to delineating the specific skills and competencies involved in the tasks that compose an individual job. Training is directed at ensuring assessment focuses on the organization-person fit. The advantages of individual, technical competences can be dissipated if the individual fails to successfully integrate into the organization's social structure (Daley, 2002, 219).

An organizational approach to needs assessment focuses on environmental factors. Assessment may be based on discrepancy between organizational competencies and those prescribed by professional standards nationally. Likewise, simple awareness of trends in current affairs (e.g., affirmative action and diversity, collective bargaining, productivity, automation and management information systems (MIS) may clearly dictate externally imposed training needs on the organization (Goldstein, 1993: 29-82, as cited in Daley (2002, 219).

Another organizational assessment approach is the organizational climate survey (Zemke, 1979). Employee surveys are an efficient means of

gathering data on commonly perceived organizational problems often not noticed in policy centered management planning. Training in conflict management, communications, team building, job design, and similar “humanistic” content areas may well seem more salient to the organization’s “bottom line” if surveys reveal a climate marked by discounted, low morale, or confusion about organizational goals. Though not ordinarily used in this manner, surveys could also serve as a means of identifying employee-perceived priorities regarding potential training topics. (Daley, 2002, 219)

Management-centered approaches to needs assessment present certain advantages. In contrast, from the employee viewpoint, individual-centered need assessment may see, like a demand to “confess weakness” that may lower the employee’s standing in the eyes of those who rate his or her performance (Meyer, Kay, and French, 1965; Meyer, 1991) and Daley (i.e., retention, dismissal, promotion, or pay). Hence, both Meyer (1991) and Daley (1991b) advocate the use of developmental appraisal processes in such circumstances. (Daley, 2002, 220).

Training needs are basically assessed by asking the employees (Graham and Mikal, 1986). Individual-centered approaches usually include measures designed to ascertain the organization-person fit. Besides including training programs primarily designed to aid in an individual’s growth and development, they include assessment as to whether that

specific individual matches the present or projected human resources needs of the organization. (Daley, 2002, 220)

These personal analyses can also be used to certain whether the individual employees in question actually possess the ability to learn (Fleishman and Mumford, 1989; Geber, 1989a). In addition to ability itself, the motivation to seek or participate in training (Hicks and Klimoski, 1987), as well as other personal attributes and attitudes, plays a role in determining trainability (Noe, 1986; Noe and Schmitt, 1984). (Daley, 2002, 220).

An individual's ability to learn specific tasks and skills is an important consideration in the overall assessment of training needs (Robertson and Downs, 1989) as cited in (Daley, 2002, 220). Thus, individual-centered needs assessments; remedial training commonly utilizes skills testing and performance testing. Such tests may be by written or oral examination, simulation, peer evaluation, superior's evaluation, or self rating. The simplest, least scientific, but perhaps most common method is to translate the job description into a list of task elements and corresponding skills (Daley, 2002, 220).

The potential trainee is then asked to rate him or herself in terms of perceived proficiency in each of the skill areas. Training for advancement or for displacement is often assessed similarly, except that the new position to which the employee will be moving is used as the base. In training for growth, the individual-centered approach to needs assessment

may utilize the interest inventory as well (Maslow, 1976: 10-4 as cited in Daley, 2002, 220).

Daley (2002, 221) stated that organizational, job, and personal needs assessment approaches are not mutually exclusive. In fact, each serves to inform the training designer in a different way. Ideally, a multi-method approach to needs assessment would be the rule in learning design. Regardless of the approach used, the guiding principle in assessing training should be ‘How does this improve the organizations?’

Moreover, Daley (2002, 221) stated that for the most part, governments rush to provide training solutions to their problems without adequately assessing their needs. So, even though quantitative data is desired in guiding training and development decisions, little is available (Gray, Hall, Miller, and Shasky, 1997 as cited in Daley, 2002, 221).

In order to connect between training suitability and employee development decision information may come from attitudinal surveys, focus groups, and advisory committees (Daley, 2002, 221). In addition, performance measurement records also can be used as supporting instruments as well such as performance appraisals, work samplings, critical incidents, output or result reports, as well as information from program evaluations and management audits (Daley, 2002, 221). Therefore, by use one of above sources, the feasibility of appropriate decision in determining suitability training for employee will be higher.

5. Training and Investment

Shapiro stated that training is effective to degree that it enables each performer to produce results on the job using the knowledge and skills taught. When this occurs, the organization gets a return on its investment has grown in value (Shapiro, 1995, 3). However, if the skills acquired in the training prove to be ineffective or the performer does not use them, the organization must look at the time and money spent as a loss (Shapiro, 1995, 3).

As consequently, training output are not merely certificates, bundles of training materials or group's pictures. But, the best way in concerning about training output as investment is about matching between employer interest and employee interest on how to perform training output into organization activity thus organization becomes well perform than before, therefore, it will not be wasted. Just like Shapiro explained, as follow: "A share of stock purchased for \$40 that drops to \$ 20 still has value. Likewise, all training will have some value; at worst, it may convince the performer that there must be a better way to approach the issue under discussion (Shapiro, 1995, 3)".

In other hand, the firm wants to keep her employed because replacing her with a new worker means less profit. When workers have specific human capital should have lower turnover rates and flatter age-earnings profiles than jobs with the same amount of general human capital (Lazear Edward, 1998, 153). Moreover, workers who have general human capital have no

necessary attachment to the firm that provides the training. Workers who have firm-specific human capital have a definite attachment to the firm that provided the training because they are not worth as much outside (LazearEdward, 1998, 155). Thus, training need depends on how employee knowledge and skill related with firm specific need.

In other hand, a collary is that workers with specific training are less attached to the firm when young. Since specific human capital tends to grow over time, workers and employees who have been with the same firm for many years often complain about to those that they were receiving at their long-term job. This is consistent with investment in specific human capital. Since the worker is worth more to the current firm than to any other firm, unexpected job loss usually means a wage decline. (LazearEdward, 1998, 155). Therefore, investment in human capital works only if specific competence is used in related firms and it should be maintained for long terms growth.

6. Strategy In Reforming Training System

Reforming the training system for the civil servants is salient to support public administration reform as a system, because by reformed training system (UNDP, 2003, 9):

1. Enhance the value placed on, and the prestige earned by, the new generation of civil servants;
2. Achieve visible and measurable improvements in standards of performance and service;

3. Match improvement in professional integrity and ethical standards
with commensurate rewards

Furthermore, reforming public sector is not merely enacted the law and finished, but more important how to implement it, to change people habits onto more productive, highly performance, and competitive behavior, as noted by UNDP :

"...the creation of a modern public administration is primarily not about changes in laws or regulations, but about changing people's attitudes, behavior, styles of conceptualizing and undertaking their work. And thus it is also about how the public service is organized, and how human resources are managed and developed. This is important, because the creation of a modern public administration is primarily not about changes in laws or regulations, but about changing people's attitudes, behavior, styles of conceptualizing and undertaking their work. And thus it is also about how the public service is organized and how human resources are managed and developed".

(UNDP, 2003, 8).

Chlivickas (2005, 4) stated regard to Methodology of public administration human resources development strategy:

1. Monitoring of the present status of human resources system is performed;
2. Course of public administration reform and the importance and place of human resources in the context of reform are described;
3. Problems concerning improvement of human resources system are characterized according to Management hierarchy levels;
4. Aims and priorities of human resources system strategy are identified;
5. Developmental model of human resources system strategy (vision, goal system and mission) is proposed;

6. Implementation method of human resources system is presented. It could become a successful factor in Public administration reform.
7. Assignments to state institutions and their human resources services;
8. Training of state institution human resources specialists as well as assessment of specialists from the Point of view of their professional qualification and work quality;
9. Development of organization forms and structures and their application;
10. Development of public servants' continuous learning system

Furthermore, the strategy aim should possess the four essential qualities (Chlicickas & Borisas, 2005, 3):

1. The aims should relate training with environment. They should determine the relations of the system with the exterior and describe the spheres related to human resources. It is essential not only to adapt to the existing conditions but also to foresee the threats and ways of dealing with them or avoiding them;
2. Researches into public servant training should employ systematic approach and can be regarded as the whole of problems pointing out levels of state, institutions and human resources management;
3. The strategic aim should depend on inner capacities, i.e. the potential of each training centre, resources of state and public institution and the presently available experience and training programs;

4. The objectives should be set to the whole system of civil service training. The pursuance of them should occur in all the institutions involved in the organization and coordination of civil servants training and professional development.

C. Summaries of Similar Studies and Critical Analysis of Research

The purpose of this session is to discuss about summarize of the prior studies and try to find the gaps and fill them with this current study. The summaries of studies below were about the Indonesian case in reform efforts which related with civil service reforms either in central or local government.

Below studies were relevant with this study since they have same concern in civil service reform efforts conducted by the Indonesian Government, but different scope and focus of problems, for instances in country assessment report made by ADB in 2004, the scope was in public administration and the proper management of development. The content of this report was about the management efforts required for reform with particular emphasis on changes in the legal framework on decentralization process link with civil service reforms (ADB, 2004, 18).

Meanwhile for the second and third studies were discussed about the reform efforts in the levels of local governments on broader scope on civil service reforms. Therefore substantively these prior studies were contributed valuable information to enhance this current study perspective.

1. **Country Governance Assessment Report Republic of Indonesia by Asia Development Bank, 2004.**

This study was more extensive compare with the other two studies, especially in the part of the problems related with the Indonesian training system and their finding and action to be taken about the issue in training within the civil service system as describes below:

Table 13 Findings on the Civil Service System		
Issue	Findings	Actions to Be Taken
Training	Indonesia has a poor track record in functional training programs supported by funding agencies. To support decentralization, a new approach is being developed.	Reform the training system. Training should be oriented toward performance and should focus on developing technical and managerial skills. Sustainability requires improved budgeting and selection for training.

Source: (ADB, 2004, 85)

However, this study did not clear mentioned what kind of practical actions and strategy to reform the current training system. Such as in the part of actions to be taken, they say: Training should be oriented toward performance and should focus on developing technical and managerial skills. Sustainability requires improved budgeting and selection for training. But they did not say “How, what, when, who, whom, where”, the details

about this action to be done and what kind of formula should be induced to this system in order to make it better.

Therefore, this current study tries to fill out the missing gaps and to complete the missing pieces of the previous study by provided strategy of implementation to overcome the current status and problems of the Indonesian Training System based on the assessment result of the current reform efforts.

2. The First Report of the World Bank on Civil Service Reform Programs in Indonesia: “Constraints and Opportunities for Civil Service Reform in Indonesia: Exploration of a New Approach and Methodology”.

This report is an extensive perspective in order to capture the problems, and then develop the methodological approaches to analysis and figure out the problems in civil service reform within local levels, and also how to mapping it into diagrams of diagnostic and roadmap for each function in this report.

However, most of the items emerged in this report was categorized as institutional issues, financial issues, and human resources management issues instead of human capital issues. Therefore, the training issues in this study were has only small portion of discussion either analysis.

The focuses of the training issues in this study quite reverse each other and also blur in terms of priority scale. In one hand, they suggest training more links to the objectives of advancement requirement. In the other side, they asked training for enhancing individual performance. Providing more training for advancement will diminish the requirement for professional training,

therefore their suggestions were contradictory. They also did not clearly mention which one is being their priority for training the advancement objectives or professional objectives?

Furthermore, about the appropriate methods for the training needs analysis, once again they did not mention what kind of methods will be the options for the appropriate methods? Another missing piece of this report also like other studies “they analyzed the system as partial part, meanwhile the system reference is the unitary system. Which mean as a single system, hence, if they intended to look the local perspectives and local experience, they also should thought how this innovations and reform efforts contribute to whole system? Therefore, this current study tries to provide strategies of implementation for the reforms of the training system as a system not partially.

3. The Second Report of the World Bank on Civil Service Reform Programs in Indonesia: “Innovation in the Regions: a New Initiative for Solok City” (2006).

The report was about the technical aspects of the first report. Furthermore, it was tried to tailor the methodological approaches with the implementation strategies regarding civil service reform in local levels for the pilot project in Solok City.

This report display in some extent was quite assertive. However, once again this report did not mention and draw what kind of designs should be taken by the Solok City and what the consequences should be taken regards to

the legal frameworks referred by this designs, since some of the design suggestions violated the current legal frameworks or even the legal frameworks do not exist yet, such as about the design of payment system (pricing) and grading system in relation to Job Classification; Design criteria and procedures for base pay on performance; Design a policy for the transition from the old to the new grading system based on equity, merit and performance.

The question is how these above designs deal with the current statutes and also about the time frame for implementation: When they should be applied? In order to fill the gaps in this report, this current study try to answer the missing gap in this report.

CHAPTER 4

RESULTS

CURRENT REFORM EFFORTS AND IMPLEMENTATION STRATEGY

A. Introduction

This chapter presents the results from this study. Results are presented in three sections. The first section contains information regard to statistics current training budget, number of trainees, training hours, number of trainers and number of training alumni in 2008. The second section contains summaries of studies are conducted by NIPA in 2008 as part of their reform efforts. The third section presents results from the informal interviews with key informants which related with reform efforts in training system. Included are interview summaries and highlights. The fourth section is assessment on current reform efforts and its implementation strategies.

B. Result

1. The Statistics that Related to Civil Service

Based on NIPA Chairman Decree Number 7 Year 2008 regards on Budget standard on training administering for Civil Servants noted that:

Article 1 number 1:

Budget standard that stated in this decree is the highest standard which used as a guidance and reference in conducting training for civil service.

Article 2

Budget standard as mentioned in article 1 is a guidance for both central government and local governments in planning and conducting training for civil service.

Details information regarding above mentioned explains as follow:

1. Leadership Training Level I

Total budget for conducting leadership training level I in 2009 is Rp 779,100,000,-. This budget is embedded at NIPA budget as the only institution that has authorization in conducting leadership training level1. The bursary for each trainee is around Rp 25, 970, 000,-.

The characteristic of the program is a residential course program for 30 people each year which conducted within 10 weeks program in 405 hours of training.

2. Leadership Training Level II

Total budget for conducting leadership training level II in 2009 is Rp 1,862,000,000,-. This budget comes from tuition fees and expenses that should be paid by each trainee is around Rp 18, 620, 000,-/person. Duration of this training is for 10 weeks of residential training within 405 training hours. Numbers of trainees in this training are maximum 100 people per year which divided into several training batch in a year.

3. Leadership Training Level III

Total budget for conducting leadership training level III in 2009 is 467, 200, 000,-. This total budget comes from tuition fees and expenses that should be paid by the trainee is around Rp 11, 680, 000 each. Duration of training program is conducted in 7 weeks within 360 training hours on residential program. Number of trainees in this program is 40 people per year.

4. Leadership Training Level IV

Total budget in leadership training level IV in 2009 is Rp 407, 800, 000,-. This total budget comes from tuition fees and expenses should be paid by the trainee is around Rp 10, 195, 000, - each.

The characteristic of training is residential training for 5 to 6 weeks within 285 hours of training with number of trainees are 40 people a year.

5. Pre-service Training Level I and II

a. Regular pre-service training

Total budget for conducting regular pre-service training level II in 2009 is Rp 57, 600, 000,-. This total budget comes from tuition fees and expenses that should be paid by the trainee is around Rp 1, 440, 000, - each. The characteristic of the program is a residential course program for 10 days of training within 90 hours of training provide for maximum 40 people in a year.

b. Pre-service training for ex-honorarium based hire

Total budget for conducting pre-service training level III for ex-honorarium based hire in 2009 is Rp 93, 603, 050,-. This total budget comes from tuition fees and expenses that should be paid by the trainee is around Rp

2, 340, 000 each. The characteristic of the program is a residential course program for 19 days of training within 174 hours of training provide for maximum 40 people in a year.

6. Pre-service Training Level III

a. Regular pre-service training

Total budget for conducting regular pre-service training level III in 2009 is Rp 84,200,000,-. This total budget comes from tuition fees and expenses that should be paid by the trainee is around Rp 2, 105, 000, - each. The characteristic of the program is a residential course program for 14 days of training within 135 hours of training provide for maximum 40 people in a year.

b. Pre-service training for ex-honorarium based hire

Total budget for conducting pre-service training level III for ex-honorarium based hire in 2009 is Rp 126, 600, 500,-. This total budget comes from tuition fees and expenses that should be paid by the trainee is around Rp 3, 165, 000 each. The characteristic of the program is a residential course program for 24 days of training within 216 hours of training provide for maximum 40 people in a year.

**Table 14 NIPA Chairman Decree Number 7 Year 2008
Budget Standard in Conducting Training for Civil Servants In 2009**

Training	Budget (in IDR)	Sources	Training Duration	Number of Trainees
Leadership training level I	Total: 779, 100, 000,-	NIPA's Budget	10 weeks (405 hours)	30
	Each: 25, 970, 000,-			
Leadership	Total:	Trainees tuition	10 weeks (405 hours)	100

training level II	Total: 1, 862, 000, 000,-	fees and expenses		
	Each: 18, 620, 000,-			
Leadership training level III	Total: 467, 200, 000,-	Trainees tuition fees and expenses	7 weeks (360 hours)	40
	Each: 11, 680, 000,-			
Leadership training level IV	Total: 407, 800, 000,-	Trainees tuition fees and expenses	5 to 6 weeks (285 hours)	40
	Each: 10, 195,000,-			
Pre-service training Level III				
Regular	Total: 82, 200, 000,-	Trainees tuition fees and expenses	14 days (135 hours)	40
	Each: 2, 105, 000,-			
Ex-honorarium based hire	Total: 126, 600, 500,-	Trainees tuition fees and expenses	24 days (216 hours)	40
	Each: 3, 165, 000,-			
Pre-service training level I and II				
Regular	Total: 57, 600, 000,-	Trainees tuition fees and expenses	10 days (90 hours)	40
	Each: 1, 440, 000,-			
Ex-honorarium based hire	Total: 93, 603, 050,-	Trainees tuition fees and expenses	19 days (174 hours)	40
	Each: 2, 340, 000,-			

*) Note: Technical training and functional training are determined by their fostering institutions.

Number of Trainers

Based on data May 11th, 2009, total number of trainers (widyaiswara) that have identified is around 3,305 people (Source: the Directorate of Fostering Widyaiswara at NIPA, 2009).

Table 15 Total Number of Training Alumni in 2008

Training	Number of Alumni
Leadership training level I	81
Leadership training level II	1,689
Leadership training level III	5,685
Leadership training level IV	11,451
Technical and functional trainings were conducted at NIPA (Department of Technical Management and Development Policy)	643
Pre-service training level I	25,441
Pre-service training level II	160,970
Pre-service training level III	54,322

Source: Deputy IV and Deputy V at NIPA

Table 16 Number of Training Agency in Year 2003 to 2008

Training Agency	Number of Training Agency	Status
Central Government	61	Accredited
Province Level	44	Accredited
Municipality Level	21	Accredited

Source: Deputy IV at LAN

2. Summaries of Current Reform Effort in Reforming Training System for the Indonesian Training System

In 2008, NIPA conducted studies related efforts in reforming the training system for the Indonesian Civil Servants. First study is future training for the Indonesian Apparatus (2008), and second study is about grand design of reforming training system for Apparatus (2008). Both studies were conducted in order to identify the current problems and to generate strategy to solve the problems.

a) Study of Future Training for the Indonesian Apparatus (2008)

Background Information

This study conducted by NIPA in 2008 in order to analysis current needs in civil servants training as well as to determine design of future training for the Indonesian apparatus or civil servants which be able to adopt a changing of organizational environment which called as demand for strategic environment in training for the civil servants.

Above conditions as reflection on changing of external environment and internal organization demands which have been influencing paradigms shifting in human resources management from traditional thought into competency based human resources development paradigm which emphasize on individual competency and multi-skill accomplishment, need for flexible human skills, intellectual efforts based on knowledge.

This changing is an impact of new public service and flat management structure. In order to deal with this new paradigm, organization needs new knowledge and skills. It can be fulfill through new recruitment either employee development via training. This opportunity motivates the employee to improve their competency for job security's sake. The changing environment shows in below table:

Table 17 Strategic Environment Demand of Civil Servants Training

Domestic Demand	Overseas Demand
<ul style="list-style-type: none"> Decentralize training 	<ul style="list-style-type: none"> Training with internationally oriented
<ul style="list-style-type: none"> Civil servants training which be able to compete with private sector training 	<ul style="list-style-type: none"> Dynamic training which can be adjusted with global market demand
<ul style="list-style-type: none"> Training which involving civil society in developing civil servants 	<ul style="list-style-type: none"> Administering the training which considering principle of accountability, principle of transparency, principle of affectivity and principle of efficiency
<ul style="list-style-type: none"> Training which be able to produce high skilled civil servants as well as professional civil servants. professional 	<ul style="list-style-type: none"> Training which be able to produce highly competitive civil servants which can be compete in global job market
<ul style="list-style-type: none"> Training which can be bridging between prior educations with in-service training based on practical needs of any related government agency. 	<ul style="list-style-type: none"> Dynamics training and progressive training.
<ul style="list-style-type: none"> Training which adjusted with local contents such as local content aspect as well as regional administratively aspect. 	<ul style="list-style-type: none"> Training which be able to integrate between locally content with internationally context.

Source: (NIPA(1), 2008, 81)

Regards to above table, furthermore this study attempts to develop frameworks and implementation strategy of future training as below:

1) Development framework

Table 18 Developing Approach in Managing Training for Apparatus

Methods	Decentralization	Centralization
Non-Classical	<ul style="list-style-type: none"> - Optional -Policies regard to the curricula and standard for quality assurance and fairness conducted by central government (fostering in controlling activity, determining standard, policy, and auditing. - Autonomy in administering training. - In administering training for civil servants organized by public training centers either accredited private training centers. - Competency on administering training. - Strategy of learning methods adjusted on customer's needs - - Technically adopting adult learning principles in training administering 	<ul style="list-style-type: none"> - Obligatory - Policies and curricula determined by central government. - Training can be organized by any organization, but still central government has authority in controlling and intervening. - Administering training for civil conducted by accredited public training centers - Training monopolized by accredited public training centers - Strategy of learning methods adjusted on customer's needs - Technically adopting adult learning principles in administering training
Conservative/ Classic	<ul style="list-style-type: none"> - <i>Optional</i> - Policies regard to the curricula and standard for quality assurance and fairness conducted by central government (as fostering efforts in controlling activity, policy standard, and auditing). - Autonomy in training administering. 	<ul style="list-style-type: none"> - <i>Obligatory</i> - Policy and curricula determined by central government. - Training conducted by any training center, but still under

Methods	Decentralization	Centralization
	<ul style="list-style-type: none"> - In administering training for civil servants organized by public training centers either accredited private training centers. - Competition in training administering. - Strategy of learning methods determined by each training administer. - Training conducted through teacher centre principle. - In-class training. 	<ul style="list-style-type: none"> government control and intervention. - Training administered by accredited training canter - Training monopolized by accredited public training centers - Strategy of learning methods determined by central government policy - Training conducted through teacher centre principle. - In-class training.

Source: (NIPA(1), 2008, 77)

This framework emphasizes on training decentralization. When authority of training administering was being delegated as consequence obligatory training becomes irrelevant with this condition. Therefore, optional training is the answer for this new consequence. In addition, learning methods should be changed as well, hence, classical approach changed into non-classical training (NIPA(1), 2008, 77).

2) Implementation Strategies

Above table shows that the future training for the Indonesian Apparatus required competency base in order to generate decentralize training and non-classical approach. Due to current condition of civil servants trainings which are still use centralize approach and obligatory approach,

particularly in leadership trainings, therefore, in order to apply the future training needed strategies which divided into several stages as follow (NIPA(1), 2008, 79):

- a) Short terms (2008-2009)
- b) 1st Medium terms (2009-2010)
- c) 2nd Medium terms (2010-2012)
- d) Long terms (2012-2015)

Detail explanation regard to each stage of strategy in implementing the future training for the Indonesian Apparatus provide in appendix section. However, within short terms, efforts in applying decentralize training and non-classical training is conducted through certain implementation strategy such as shows in below table:

Table 19 Implementation Strategy

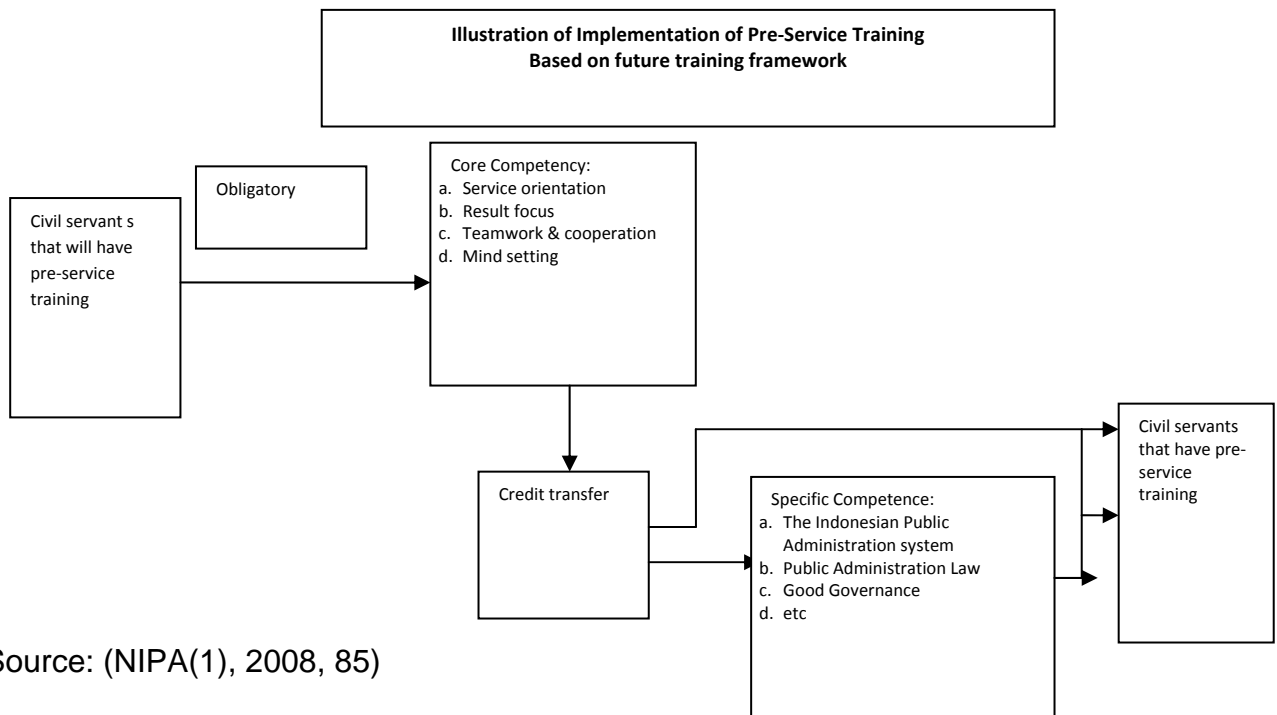
IMPLEMENTATION STRATEGY	PREDICTED POLICY	PILOT PROJECT
	Policy amendment in civil servants career path	Career path will be determined just after NIPA has determined their directory competency.
	Policy amendment in development of civil servants	NIPA Personnel department collaborates with NIPA training center provides instrument for individual TNA.
	Policy amendment in institution main duties and institution function.	NIPA generates organization task and organization function map in order to adjust with result of pre-service training such as civil servants with specific competence to be place in their specific task and function as well.
	Policy amendment of career development of civil servants.	NIPA makes allowances in providing trainings are derived on result of each individual TNA's.

	Policy amendment of NIPA Chairman Decree Number 194 Year 2003 regards to Accreditation and certification of public training centers.	LAN prepares guidelines on accreditation and certification for government training agency as well as private training agency in administering technical training for civil servants.
	Policy amendment of development of career path at NIPA	Same like above parts.

Source: (NIPA(1), 2008, 87-88)

In order to implement framework of future trainings which are emphasize on decentralize training and competence based training. The implementation of these frameworks are divided into pre-service training, in-service trainings (structural training, functional training and technical training). This study also mentions about division of labor among training agencies in providing training for the civil servants including their activities and the authority's agency.

1. Pre-Service Training



Source: (NIPA(1), 2008, 85)

The authority in administering pre-service training is a mechanism that works to determine which organization that has responsibility in conducting activities regard to generate directory of core competency on each level of pre-service training, detail explanation as shows in table 20.

Table 20 the Authority in Administering Pre-Service Training

Activities	Institution
Directory Competency of Core Competency on each level: <ul style="list-style-type: none"> - Identify the Unit of <i>Competency</i> - Identify of criteria/success indicators to measure the level of competency accomplishment - Formulating instructional programs including learning methods and learning strategy - Formulating appraisal methods (Collecting evidence of competency) - Formulating general guideline of supporting infrastructure needed to achieve 	NIPA
Administering the training	Public training center agency

Source: (NIPA(1), 2008, 86)

In addition, to implement credit transfer mechanism, this study also mentioned about the authority to conduct credit transfer in pre-service training.

Table 21 the Authority to Conduct Credit Transfer Mechanism

Activity	Organizer
<i>Directory Competency of Specific Competency</i> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify of criteria (standard)/indicators of achievement to measure the accomplishment of level of competency - Generating instructional programs including learning methods and learning strategy - Generating appraisal methods including collecting competency evidence - Experience institution in determining bureaucracy profession for Instance NI, PA School of Public 	NIPA

Administration	
Implementer of credit transfer	Experience institution in determining bureaucracy profession for Instance NIPA School of Public Administration
Implementer of training in credit transfer	Experience institution in determining bureaucracy profession for Instance NIPA School of Public Administration

Source: (NIPA(1), 2008, 87)

Table 22 explain predicted policy and pilot project that are needed in order to implement new approach of pre-service training. Thus, the activities of implementation will be conducted within framework of pilot project based on predicted policy that will be made in order to cope with the changing environment as requirement of pilot project and the feed back of pilot project result.

Table 22 Implementation Strategy of Pre-Service Training

	PREDICTED POLICY	PILOT PROJECT
IMPLEMENTATION STRATEGY	Policy amendment in public service policy (LAW Number 43 Year 1999)	Recruitment civil servants at NIPA based on vacancy in technical position and functional position.
	Policy amendment in training policy (Government Decree Number 101/2000)	<p>Before civil servants are promoted in any civil service position, they must have core competency training within pre-service training.</p> <p>Then, they should credit transfer of their prior education which is related with their current competency before they immerse into specific competency training which is called as bureaucracy profession training.</p> <p>By then end of the training programs, they participant will have a certificate of profession.</p>

	Policy amendment in pre-service training policy (NIPA Chairman Decree Number 3 and Number 4 Year 2007)	NIPA reconstructs training curricula to adjust with implementation of core competency and specific competency.
	Changing of accreditation policy and certification policy which is regulate public training agency (NIPA Chairman Number 194/2003)	If this model works, then NIPA School of Public Administration prepares the programs to be implemented in whole Indonesia through partnership programs with NIPA regional offices as well as NIPA School of Public Administration in other cities and also other accredited training agencies.
	Changing of main duties and main functions of NIPA School of Public Administration	Above follow.
	Changing of main duties and main functions of NIPA School of Public Administration in other cities	Above follow.

Source: (NIPA(1), 2008, 87)

2. Functional Training

Just like in pre-service training, in order to implement functional training, future training for the apparatus also designed the implementation strategy and designed the authority of administering functional training. These designs are important regard to suitability planning and action of new approach of training designs. For details, table 23 and table 24 provide more information that explain that mention.

Table 23 Implementation Strategy in Functional Training

IMPLEMENTATION STRATEGY	STRATEGI	PILOT PROJECT
	Changing policy in training for civil servants (Government Decree Number 101 Year 2000)	Functional officers obligatory to have training in core competency training within functional training and they have option in choosing specific competency training regards to their needs

	Guideline in administering leadership training, functional training and technical training	N/A
	Changing policy regards to accreditation policy and certification policy for public training agencies (NIPA Chairman Decree Number 194 Year 2003)	If this model works, then NIPA School of Public Administration prepares the programs to be implemented in whole Indonesia in the course of partnership programs with NIPA regional offices as well as NIPA School of Public Administration in other cities and also other accredited training agencies which are accommodate administering of specific competency training within technical training and functional training.

Source: (NIPA(1), 2008, 91)

The important of determine the authority of administering functional training is to avoid redundant of authority among training administers. Therefore, in this new training design there is no overlapping of authority among training agencies just like what happen in current situation which most often happen regard to manage training for civil servants in province, municipality and district. More details show in below table:

Table 24 the Authority of Administering Functional Training

Activity	Organizer
<i>Directory Competency of Core Competency:</i> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify of criteria (standard)/indicators of achievement to appraise the accomplishment levels of competency - Generating of instructional program including learning methods and learning strategy - Generating appraisal methods including collecting evidence of competency - Generating general guidelines of infrastructure in supporting accomplishment of competency 	Fostering Institutions of Functional position
Training administering	Public training agencies
<i>Directory Competency of Specific</i>	Public training agencies and private

Activity	Organizer
<i>Competency</i> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify criteria (standard)/indicators of achievement to appraise accomplishment level of competency - Generating of instructional program including learning methods and learning strategy - Generating appraisal methods including collecting evidence of competency - Generating general guidelines of infrastructure in supporting accomplishment of competency 	training agencies
raining administering	Public training agencies and private training agencies

Source: (NIPA(1), 2008, 92)

3. Technical Training

To determine which organization is the most responsible for administering technical training along with activities are designed are the main concern of new training design that related with technical training. Since, technical training is one of main element of in-service training. Therefore, designing the authority of administering technical training as important as designing other in-service training.

Table 25 Illustration of Authority in Administering Technical Training

Activity	Organizer
<i>Directory Competency of Specific Competency:</i> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify criteria (standard)/indicators of achievement to appraise accomplishment level of competency - Generating of instructional program including learning methods and learning strategy - Generating appraisal methods including collecting evidence of competency - Generating general guidelines of infrastructure in supporting accomplishment of competency 	Public training agencies and private training agencies

Training administering	Public training agencies and private training agencies
------------------------	--

Source: (NIPA(1), 2008, 93)

4. Leadership Training

Regards to this leadership training, this study emerging a thought that leadership training is not only as requirement for advancement in structural position such is required in current leadership training. In contrast, leadership training in future training concept promotes leadership training is not a prerequisite to hold structural position but as an instrument to meet competency gap in related position.

Furthermore, though leadership training is not a requirement in structural position, however, the existence of leadership training is still embraced by applying a penalty for those who did not do it. For those who have held structural position must have a core competency training within leadership training as an instrument for character building and network purposes. In addition, there is an assessment for specific competency to assess their related prior learning with their current status. Therefore, leadership training requires civil servants to have competency assessment in any structural position (NIPA(1), 2008, 93).

The advantage of this approach is promote relatively an easy track for functional position to use zigzag maneuver in shifting their current position into structural position, since this approach recognizes their prior competency which related with any vacancy in structural position. Eventually, open career system essentially needs to adopt this approach,

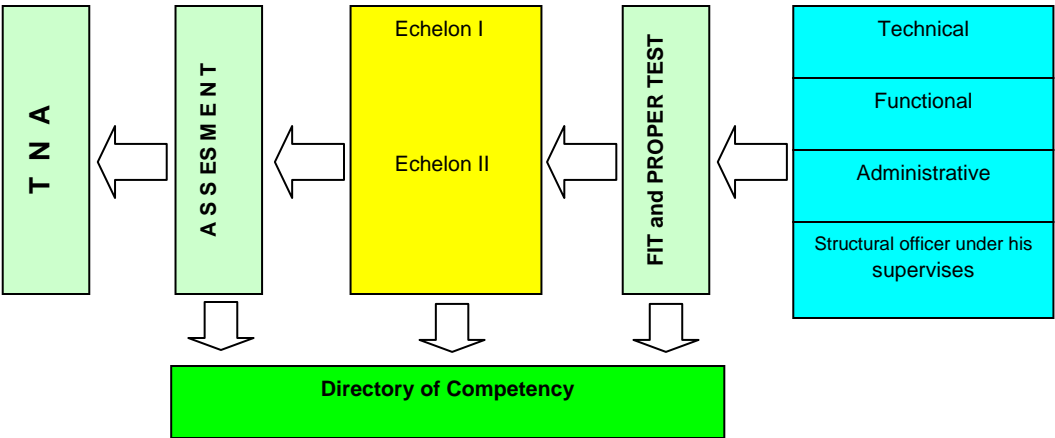
thus, fairness and fit and proper test can be truly implemented through competency assessment regards to directory of competency, as shows below (NIPA(1), 2008, 94):

Table 26 Illustration of Authority in Administering Leadership Training

Activity	NIPA's Authority
<p><i>Directory Competency Core Competency:</i></p> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify criteria (standard)/indicators of achievement to appraise accomplishment level of competency - Generating of instructional program including learning methods and learning strategy - Generating appraisal methods including collecting evidence of competency - Generating general guidelines of infrastructure in supporting accomplishment of competency 	NIPA as a fostering institution
Training administering	Private training agencies
<p><i>Directory Competency Specific Competency:</i></p> <ul style="list-style-type: none"> - Identify of Unit of Competency - Identify criteria (standard)/indicators of achievement to appraise accomplishment level of competency - Generating of instructional program including learning methods and learning strategy - Generating appraisal methods including collecting evidence of competency - Generating general guidelines of infrastructure in supporting accomplishment of competency 	NIPA as a fostering institution
<i>Assessment</i> in recognize prior learning (RPL)	NIPA as a fostering institution
Training administering	Private training agencies

Source: (NIPA(1), 2008, 94)

Open Career Pattern



Source: (NIPA(1), 2008, 96)

Table 27 explains more details about strategy and pilot project on how new training design adopt open career pattern at NIPA as pilot project. In development strategy within table 27 explains that pilot project should be supported by predicted policy that needs to be designed before implementation or after have feedback of implementation of pilot project. Thus, the result of implementation pilot project is input for revision of current policy.

**Table 27 Implementation Strategy in Adopting
Open Career Pattern at NIPA**

MODEL DEVELOPMENT SCENARIO	STRATEGI	PILOT PROJECT
		Amendment of policy regards to selection of participant's candidates in leadership training level I, level II and Level IV.
	Amendment of policy regards to administering of leadership training level I, level II and Level IV.	As consequence, total restructure of training curricula

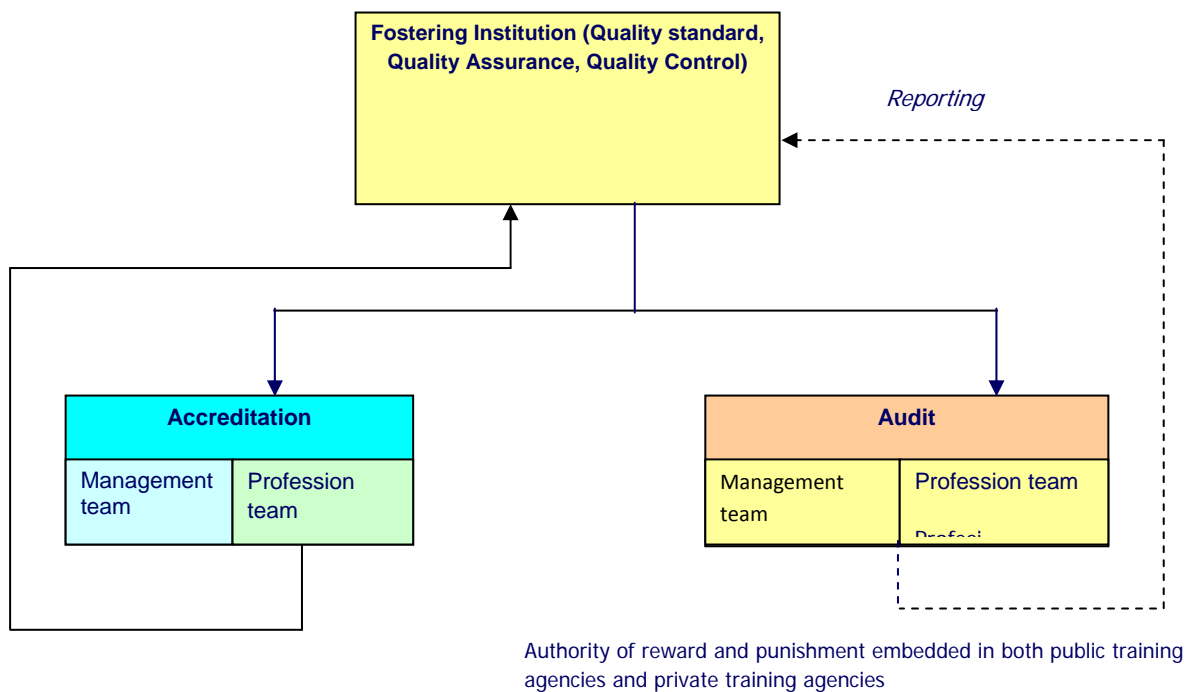
Source: (NIPA(1), 2008, 97)

5. Training Accreditation

One of important point about this study's frame work is accreditation of training. In this framework, there is clarity in task and responsibility of accreditation team which consists of profession team and management team. This point is very important since authority in any public institution. The clarity on duty and authority of accreditation review is also clear within this study which emphasizes on transparency, accountability, and fairness in proper assessment. Therefore, it needs work mechanism which arranges relationship,

responsibility and accreditation procedure system. Furthermore, to implement certification, and strategy need creates training information system including registration and numbering of training. Training information system becomes reference is used by controlling institution and fostering institution of civil service in determining civil servants career path (NIPA(1), 2008, 97).

Training Accreditation



Source: (NIPA(1), 2008, 98)

b) Grand Design of Reforming Training System for Apparatus (2008)

Purpose:

This grand design is created in order to formulating blue print of strategy in developing civil service, particularly through training. Whereas, the objective of this action is formulating civil servants training model which be able to accommodate competency need of civil servants. This argument based on facts that Human resource management concept that implemented in Indonesia today uses traditional approach which emphasize on job analysis aspects and job description that focus on activity instead of output. This matter is proven by adoption of skill inventory which associate with job description within their management system instead of competency inventory (NIPA(2), 2008, 48).

The output of this grand design (NIPA(2), 2008, 193-194) is :

1. Design of reforming pre-service training
2. Design of reforming leadership training
3. Design of reforming functional training
4. Design of reforming technical training
5. Design of fostering training system

Meanwhile, grand design of reforming training system is multilayer activity as umbrella concept of future training which will be finished in 2008 and will be followed by other activities such as formulating module curricula, training modules, pilot project, socialization and policy evaluation on grand design implementation (NIPA(2), 2008, 194).

During the implementation experience, Indonesia never had systematically planning on their civil service system. Civil servants formations were created by made vacant positions mapping including number of personell and their duties as well as determining institution work loading. Formations were generated through internal organization need assessment and then put forward that assesment repot within a proposal into the Ministry of Administrative Reform to have minister approval on their proposal as regulated in Government Decree Number 95 Year 2000 regards to recruitment of civil service . (NIPA(2), 2008, 49).

Moreover, there are several problems emerges on current civil service management system such as (NIPA(2), 2008, 54-58):

- a. Existing system does not drive an excellent civil servants planning both national and institutional
- b. System does not drive yet recruitment of civil servants which based on real need
- c. The system does not promote yet civil servants placement based on their competence
- d. The System does not promote employee development program into career path basis
- e. The System does not promote objectivity in their appraisal system.
- f. The System does not encourage employee advancement regards on their accomplishment and real competence

- g. The system discourages effectively training for civil servants in enhance their competency
- h. The system does not promote compensation mechanism merely as a reward
- i. The system does not enforce employee discipline
- j. The system does not promote neutrality principle of civil servant

Actual Condition in Training Administering:

In order to apply administering training system, Government Decree Number 101 Year 2000 noted that authority does not lies in one hand within an agency, but spread in a number of training stakeholders. Even current implementation is more decentralize than before.

Problem related training administering (NIPA (2), 2008, 69-74):

1. Institution that in charge in training control

The National of Civil Service Agency (BKN) is an institution in-charge in training control and has duties in developing and determining competence standard of civil service position and training alumni utilization.

Problem remains:

- Only partially government institution which already determined their competence standard in any position, meantime for some don't. Therefore, it is pretty difficult to conduct training base competence.

Regards to above mentioned, the National Civil Service Agency needs to indentified and determined standard competence for all civil service position.

- In addition, controlling standard on civil servant positions so far does not optimum since BKN does not have authority to give punishment for those who disobey. Thus, the authority of BKN is need to be enhanced into level of punishment enforcement
- Since there is no massive competence standard including instrument for test on competence standard, hence, utilization of training alumni does not maximum as well.

2. Fostering Institution in Civil Servant Training

NIPA is a fostering institution for civil service training which has responsibility in training fostering as a whole system. Training fostering is conducted trough formatting training curricula, fostering in training administering, training accreditation, training certification, developing training information system, training program controlling and training administering controlling, technical assistance on workplace, cooperation on training developing, cooperation on training evaluation and cooperation training administering.

Problem remains:

- Since competence standard on civil servants positions did not identified massively yet, therefore BKN and NIPA need to collaborate in promote realization of training administering based on competence.

- Controlling on training program and training administering have not maximum yet. Since relationship between NIPA and other training agencies have no structural line, therefore enforcement on punishment to disobey institution cannot be easily implemented. Therefore, controlling authority which embedded at NIPA should be enlarged into enforcement of punishment. In addition, NIPA with other training stakeholders such BKN, fostering institution in functional function training, fostering institution in technical function institution, and General Directorate of within Ministry of Finance, should be collaborate in formulating related policy in order to control training policy that implemented by officers who in charge in fostering the officials, training management and trainee.

a) Officers who in-charge in fostering the officials

Officers who in charge in fostering the officials such as ministers, general attorney, head of national police department, head of national agencies, state secretary, governor and city mayor either region mayor. Duties of officers who in-charge in fostering of the officials are monitoring and assessing in regularly basis regards to suitability of training alumni placement with training curricula that they followed and then the alumni were asked to report the result to controlling institution. In addition, the fostering officers are also conducting identification which determines suitability between training curricula and training need of sender institution as well as suitability between training administering and competence of civil servants who have training in

their institution, by the end of the program the alumni should made a report to fostering institution regards to their training experience.

Problem remains:

- Most of fostering officers are political appointee instead of career officers. The impact of that condition is utilization of training alumni easily to influence by political interest of political appointee. As consequence of this condition, there is no certainty in career advancement of civil servants. Therefore, this situation is needed to be reformed.
- Any decision related with personnel management such as mutation rotation, termination, demotion, and advancement, need consistency with training competence requirement.

b) Fostering Institution for Functional function

Institution that in-charge with any functional function is given to institution which has specific expertise in that function. In doing their duties in fostering functional training, they coordinate with fostering institution in training for civil servants. Fostering activity in functional training are include formatting training guideline, developing training curricula, fostering training administering and training evaluating.

Problem remains:

- Lack of intensity in coordination with fostering institution make fostering effort for functional training runs less optimally. Until today,

number of standardize functional training less than non-standardize functional training.

c) Technical Training Fostering Institution

Technical training fostering institution have embedded in related technical function organization which coordinate with training fostering institution in implementing functional training administering.

Problem remains:

- Just like in functional training, technical training also pretty late in determining their competence standard. Therefore, technical institution needs to collaborate with fostering training institution in formulating standard competence in technical standard.

d) Training Administering Institution

Institution which supervises accredited training agency which directly conducting training which coordinate with training fostering institution.

Problem remains:

- Quality of training administering is determined by competence and qualification of human resources which involve in training.
- Rotation and mutation of human resources who in charge in training administering as main cause of training administering quality decrease. Thus, it is necessary to apply competence requirement on human resources which involves in training

administering. If need to they should have MOT, TNA, and Toc to support their competence.

e) Evaluation board for advancement and team for training selection

These committees are in charge in giving related advice to fostering personnel officers to make a decision related person who will be sent into training program.

Problem remains:

- Not all institution has this kind of committees. For those that already had the function of these committees limited only for selection function on leadership training. For somewhat teams do not direct to make selection for other trainings

Furthermore, based on evaluation result and monitoring result regards to training administering in local government has figure out some problem remains such as (NIPA(2), 2008, 85):

1. General obstacle

- a. Training only to accommodate short terms purposes
- b. Training only accommodates training needs on certain institution.
- c. Technical training either functional training characteristic as compulsory training regards to any central government institution order

2. Administrative obstacle

Several problems associate with administrative matters such as completion of requirement, training schedule, etc.

3. Obstacle on Human Resources

a. Trainer (Widyaiswara)

- Limitation on TOT
- Lack of supporting training infrastructure for trainer
- Lack of trainers with specific expertise

b. Administer

Lack of training administrators that have certificate of TOC and MOT

4. Technical obstacle

a. Low quality of training infrastructure

b. Difference in budget standard in training administering

1. Design of Reforming in Training System

a. Pre-Service Training

1. Specific Competence

In introducing the foundation of specific competence, there are two ways to apply on this method-general orientation and on the job training. General orientation is socialization process which is really vital in creating the identity and sense of belonging of the organization members. In order to apply this method conducted by formal training or classical training through in class meeting and structuralize curricula. Duration of this training is around one month till two months since the entry date of the fresh man. The courses taught in this training: 1)

organization environment orientation; 2) introducing task setting; 3) On-the job training (NIPA(2), 2008, 96-99).

On-the job training will be performed for 12 months and by the end of the program, the participants should make a report about the program as an input for the training evaluation (NIPA(2), 2008, 101).

2. Core Competence

Core competence is ability which needed by any civil servant in doing their main duties as mentioned in Government decree Number 101 Year 2000 the purposes of core competences are (NIPA(2), 2008, 102-103):

- a. Improving knowledge, expertise, skill, and attitude in order to implement duties with professionalism, ethic and personality.
- b. Creating government apparatus that can play a role as an instrument for national integrity and unity of the nation.
- c. ...attitude and motivation of dedication which oriented to service, protection and people empowerment.
- d. Generating vision and dynamic framework in administering general task and development in order to create governance.

The Elements of Core Competencies for Civil Servants (NIPA(2), 2008, 103) are:

1. Integrity
 - a. Civil servants ethics
 - b. Public service ethics
 - c. The eradication of corruption
2. Soft Skill
 - a. Basic military service
 - b. Effective communication skill
 - c. Team building
 - d. Creative thinking
 - e. Emotional management
 - f. Meeting management
 - g. Decision making techniques
3. General administration
 - a. Total quality management
 - b. Governmental office administration
 - c. Customer service relation management
 - d. Modern office management
 - e. Completed staff work
 - f. Civil servant management and law
 - g. Logistic management
 - h. Finance management

4. Public Administration System of Unitary State of Indonesia
 - a. Public administration of unitary state of Indonesia
 - b. Public Administration theory and practice
 - c. Development policy management
 - d. Human right
5. Hard skill
3. Training administering

Table 28 Division of Labor in Administering Pre-Service Training

Number	Training	Training Duration			Description
		Personnel Department	NIPA or training centers appointed by NIPA	Personnel department training centre	
1	Establish specific competence	N/A			Purpose: Providing initially competency for their future task on their organization.
	a. general orientation	N/A	1 month		Purpose: Introducing organization environment; task setting and preparation for OJT.
	b. On-the job training	N/A		12 month (co-administering with personnel department in each government organization)	<ul style="list-style-type: none"> • On-the job training in their future position under monitoring of their future superior who act as their mentor • Regularly evaluation as feedback for the trainees
2	Establish core competency	N/A	4 month		<ul style="list-style-type: none"> • The courses designed for general competency for civil servants in central government and local

					government • By the end of the program, in class exam used as evaluation method
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Source: (NIPA(2), 2008, 106)

b. In-service training

In-service trainings divided into leadership trainings, technical trainings and functional trainings as mentioned in Government Decree Number 101 Year 2000:

1) Leadership trainings

In highlight, the reforming focus of this training divided into (NIPA(2), 2008, 107-118):

- a. Sharpen focus on leadership competency
- b. Sharpen leadership competency on level structural level in any government organization unit
- c. Strengthen interconnection between personnel management and administering of leadership training
- d. Leadership training as prerequisite for structural position
- e. Attempting the feasibility of applying leadership competency assessment
- f. Utilize technical competency in learning method of leadership training
- g. Revitalize administering leadership training level II

- h. Organizing system and mechanism of learning method of leadership training
- i. Organizing training evaluation system

2) Functional Trainings

Fostering Functional Position

In order to achieve training quality standard and quality assurance sustainable fostering essentially needed. Quality standard involving standardize training program, curricula, method, trainers, infrastructure, courses, administering expenditure, and program evaluation. Fostering actions which held by functional position fostering institution are (NIPA(2), 2008, 122) :

- a. Formulating competency standard for related functional position
- b. Formulating training guidelines
- c. Developing training curricula
- d. Training mentoring and training administering
- e. Training evaluating and training reporting

Competency in Functional Position

In developing functional training based on *competency based training system*. In applying this system, therefore, in each

functional position should has competency standard and their measurement standard is determined by their functional position fostering institution (NIPA(2), 2008, 127).

Principally, functional position competency standard divided into two categories: (1) core competency is competency which related with main duty and this competency is continually from early stage up to advance stage; (2) specific competency is definite expertise of any function position. Both competencies should be linked one to another (NIPA(2), 2008, 126).

Table 29 Training Characteristic, Training Content And Organization In-Charge with the Curricula

Number	Training Characteristic	Training Content	Organization in-charge
1	Core competency	Main duties Consist: Overview main duty and function of related functional position including any policy related with functional position.	Functional Position Fostering Institutions
2	Specific competency	Specific duties Consist: Overview specific expertise of any related function position which become the responsibility of their fostering institution	Technical institutions

Source: (NIPA(2), 2008, 129)

In order to apply core competency and specific competency performed through induction training and in-rank training (p. 130):

a. Induction Training

This training is a prerequisite before civil servants serve in their functional position. Courses content the overview of core competency of functional position, such related policy for functional position as well as overview specific competency as focus of main duty in functional position.

b. In-rank Training

This training is precondition for advancement in functional position. The content of training courses is overview of substantive which has purpose to sharpen their competency.

Training Administering

Officially, in administering functional training based on actual need in formation of civil service in order to improve institution main duty. For instance, linkage between induction training and formation related with employee career path. In-rank training of functional position is governed by fostering institution coordinating with national fostering institution (NIPA). Functional training conducted through accredited training centre as well as certified trainers to assure training quality (NIPA(2), 2008, 131).

Functional Training Pattern

In order to generate valuable output in functional training, thus, functional training pattern made by combine classical method

and actualization method through practice or apprentice. Therefore, through this actualization method the functional officer will be able to apply the courses they have in the real world (NIPA(2), 2008, 132).

Table 30 Trainees of Induction Functional Training And Trainees of In-Rank Functional Training

Number	Type of Training	Training Customers
1	Induction training	Civil servants who will be promote in functional position
2	In-rank training	Functional officer who will have advancement

Source: (NIPA(2), 2008,138)

Table 31 Reforming Model of Functional Training System

Type of Training	Training Customer	Purpose	Training Method	Training Courses	Curricula And Module
Induction training	Civil servants who will be promote in functional position.	Providing overview of duty in functional position	Classical method (in class method)/apprentice/practice	Overview of main duty in functional position.	Fostering institution of functional training collaborate with line ministries.
				Specific expertise of each functional position.	
In-rank training	Functional officer who will have advancement	Providing preparation before advancement	Classical (in-class meeting) and apprentice/practice	Sharpen overview of core competency and specific competency	Fostering institution of functional training collaborate with line ministries.

Source: (NIPA(2), 2008, 141)

3) Technical Training

Goal and Objective

Regards to Government Decree Number 101 Year 2000 chapter II article 2, the goals and objectives of technical training are (NIPA(2), 2008, 144):

- a. Enhancing knowledge, expertise, skill, and attitude in order to implement duties in professionalism based on ethics and attitudes as a civil servant regards to institution needs.
- b. Generating a competence civil servant who play a role as reformer as well as a supporter for nation integrity
- c. Strengthen dedication, motivation and attitude on service orientation, community empowerment and public protection
- d. Generating common vision and a dynamics thought in running government general task and development in order to achieve governance.

Based on above goal and objective, hence, any public training agency which conducts training including technical training should conducts a sustainable fostering effort on technical training. Technical training purpose to create competence civil servants who has specific technical skill as a requirement to hold any related public position. Whereas, the goal of this training is generate a competence civil servant to meet job requirement (NIPA(2), 2008, 145).

Technical Training Fostering

Fostering in technical training regards to training administering evaluation and reporting of training administering provides in written format. The purpose of this action is to make review and improvement on quality of training administering. Therefore, this result can be used as source for decision making of stakeholders and training feed back as well (NIPA(2), 2008, 145).

Demand on Technical Training

Demand on technical training arranges based on planning of employee development program. Written report on demand of technical training is submitted to fostering institution on related technical training (NIPA(2), 2008, 146).

Level of Training

Firstly, substantive training which set up on specific technical competency needed to support their current job. Secondly, administrative training which provides general competency in supporting their current task and function. Technical training can be conducted in in-rank training or in other structures which depends on needs either the characteristic of training itself (NIPA(2), 2008, 146).

Training Customer

The customers of technical trainings are civil servants which meet training requirements. Technical trainings are selective and based on employer recommendation (NIPA(2), 2008, 147).

Curricula and Methods

Curricula on technical training considers on technical competence standard in related institution as well as competency requirement both administrative competency and substantive competency is needed in related position. Technical substantive subject determined by any technical institution. Whereas, administrative subject and management subject determined by National Institute of Public Administration (NIPA(2), 2008, 148).

Learning methods in technical training is used learning methods for adult people or called as andragogy which focus on utilize principle both substantively and administratively in any trainee. This training will be taught by functionally trainer or non-functionally trainer which has related expertise with training subject (NIPA(2), 2008, 149).

2. Implementation Strategies

Aspects in fostering training for civil servants within new model (design of new training system) including institutional regards aspects, training manager and training administer, budgeting aspects, participation aspects, training alumni networking. This new training system model is used total quality management (TQM) as its approach. Thus, this system is applied training standard, quality assurance, and quality control. In the future, training fostering will be focused on all training aspects which use TQM approach (NIPA(2), 2008, 151).

In order to apply above aspects and approach, hence, below implementation strategy explains more above mentioned:

Implementation Planning

In general, this implementation planning of reforming training system emphasizes on some points:

1. Formatting Training Guidelines

Training guideline is a basic standard document which needed in administering training. It composes of regulation in administering training, training goal and training objective, training competence standard, training curricula, training methods, trainees and participants eligibility criteria, trainers, training infrastructures, training evaluation, and training budget. Furthermore, training guideline performs as evaluation documents on training administering as well.

In order to implement this reform effort, there is an agenda related in formulating training guideline as shows below (NIPA(2), 2008, 177-178):

Table 32 Agenda in Formulating Training Guideline

Number	Training Guideline	2009 Schedule
1	Pre-service training	January-March
2	Leadership training level IV	January-March
3	Leadership training level III	January-March
4	Leadership training level II	January-March
5	Leadership training level I	January-March
6	Technical training	January-March
7	Functional training	January-March

Source: (NIPA(2), 2008, 178)

Moreover, the sequential in formulating training guideline modules explain as below (NIPA(2), 2008, 179-180):

First stage, formulating draft in training guideline which becomes responsible of related team according to their key function area (expertise). This draft consists of adjustment on subject in each key function area which reference on grand design of reforming training system which mentioned in previous part.

Second stage, internal validation by team through intensively meeting to assure common concept amongst team members.

Third stage, review by experts, in this matter team prioritize internal reviewers which come from both structural officers and functional officers who have related expertise on this subject.

Fourth stage, *roundtable discussion*. This stages uses as an event to meet author teams with the reviewers.

Fifth stage, final stage is used as editing stage and integrating stage.

Sixth stage, signed-up guideline documents by NIPA Chairman.

2. Formatting Modules

After all stage in formulating guidelines have finished, the next actions are formulating training modules. The agenda in formulating modules shows in below table:

Table 33 Agenda in Formulating Modules of Guidelines In Administering Pre-Service Training and Leadership Training

Training	Module Cluster	Schedule
Pre-Service Training	Technical Module	April 2009-September 2009
	Republic of Indonesia Administration System Module	April 2009-September 2009
Leadership Training Level IV	Technical Module	April 2009-September 2009
	Managerial Module	April 2009-September 2009
Leadership Training Level III	Technical Module	April 2009-September 2009
	Managerial Module	April 2009-September 2009

Source: (NIPA(2), 2008, 181)

3. Socialization

The next step after formulating modules is socialization of new training guidelines including training new modules. Socialization will be conducted in both central government and local government in four main regions such as Sumatera Region, Java Region, East Region, and Sulawesi Region and Bali Region (NIPA(2), 2008, 183).

4. Pilot Project

The next step is to run pilot project of training system new model as mentioned in previous part. This project attempts to figure-out certainty, reliability, appropriateness, effectiveness, and acceptability of this model from the stakeholders' point of view. The expected result is factual findings on weaknesses of this model; therefore, it can be used as input for further improvement.

This pilot project will be conducted in any training which have been designed including pre-service training, leadership training, technical training and functional training. This pilot project will be administered by accredited training agency in ministry, province either public training center in region (NIPA(2), 2008, 184-185).

Table 34 Pilot Project Implementation Planning

Number	Training	Location
1	Pre-service training level I & II	East Kalimantan Province
2	Pre-service training level III	Central Java Province
3	Leadership training level IV	West Sumatera Province
4	Leadership training level III	Gorontalo Province
5	Technical training in transportation estimation	Transportation training centre
6	Functional training in planning function	Planning and Development Unit of National Development Planning Agency

Source: (NIPA(2), 2008, 185)

5. Implementation

A total implementation process needs to be done which include formulating related fostering policy, socialization of fostering policy, and implementation of training new model (NIPA(2), 2008, 185).

a. Formulating Related Fostering Policy

In highlight, formulating related fostering policy composes quality standard, quality assurance, and quality control. Total quality management uses as approach in formulating fostering policy which reference on Government Decree Number 101 Year 2000 (NIPA(2), 2008, 186). This action will be taken simultaneously

during 2009 until 2010 and it will be ended in 2011. Schedule of this action explain as below (NIPA(2), 2008, 186):

First phase: Review current policy is conducted in Year 2009;

Second phase: Formulating draft of fostering policy is conducted in mid 2009

Third phase: Finalize fostering policy will be conducted in 2010.

b. Socialization on Fostering Policy

Socialization on new fostering policy is conducted intensively and systematically to any stakeholder in central government and local government including training administrators and training fostering institutions. Therefore, this socialization is very essential component in determining accomplishment of reforming training system for the Indonesian Apparatus (NIPA(2), 2008, 191).

c. Fully Implementation of New Training System

When all element of the training system has been completed and all socialization has been done in any aspect such as socialization of curricula and module as well as policy aspects such as institutional, infrastructure, budgeting, etc. Then total implementation will be fully conducted nationally in whole Indonesia in 2011 (NIPA(2), 2008, 192).

6. Policy Evaluation

Policy Evaluation on this matter is conducted after one year implementation period (year 2011), hence, policy evaluation will be

conducted in 2012. This evaluation is divided within two dimensions- substantive dimension and implementation dimension. Substantive dimension is appropriateness between training substantive (subject) and applicable aspects of training to its users. Whereas, Implementation dimension is a linkage between policies performance with its content (NIPA(2), 2008, 192).

C. Informal Interviews

1. Background Information

This section presents results from the interview session with key informants. The purpose of this interview is to confirm data from the document with the real story behind reform efforts of the Indonesian Civil Servants Training System as well as answer questions, reasons, history, problems and current ongoing process. The key informants were from NIPA since this institution has a mandate from government to conduct related efforts on training system, therefore most of training system reform efforts have been made in this institution instead of other institutions. Though, within the process of generating ideas on reform efforts on training system, NIPA also involved other related institutions such as the National Civil Service Agency and the Ministry of State Administrative Reform due to NIPA needs their advice on emerging issues related to training system as well as discussed about feasible policy on this reform.

2. Interview

Key informants in this study were persons who have functional position and structural position. Their opinions are important to this study since they have experience at NIPA institutional Reform Efforts, training system reform effort, civil servants development programs and user of the training. Therefore, from different perspective and key areas the answers of their opinion will be diverse in some extent but comparable in different aspect. Thus, it can be brought vary opinion as well.

a. Team member of Grand Design of Reforming Training System of Civil Servants

Mr. Basseng as one of team member who was formulated grand design of reforming training system of civil servants stated that:

Historical background behind this grand design of reforming training system was due to the system was out of date; hence it could not performed competency of civil servants. Whereas, system itself needs an instrument which can measures and develops civil servants competency eventually enhance their performance.

The main points of this grand design are:

- a. Training system that produced was lied in the middle between future training system and current training system (based on Government Decree Number 101 Year 2000)
- b. This design is meant to amendment implementation strategy of Government Decree Number 101 Year 2000 rather than to

amendment current regulation with other due to policy feasibility. Thus, strategy is used in this system based on quasi market base demand on their training.

- c. The crucial point on this design is emphasize on assessment of competency for those who willing to participate in training as well as link between management of human resources with training management.
- d. In addition, training courses on new training system more specific than previous system such as in pre-service training which introduce apprentice or internship mechanism in related institution which has core business on related position of civil servants freshmen before they follow the general pre-service training
- e. There is a recognition prior of learning method to identify structural officer competency before they have leadership training
- f. The training characteristics in this system are mix between compulsory training and market demand training
- g. Regards to need on annually training hours for individually civil servants, current national budget is not feasible to implement that concept. Moreover, Indonesian civil servants training is designed based on competence need of civil servants; therefore, when employees completed their competencies they do not any training to enhance their competence.

- h. The biggest challenges of reform efforts are coordination since administering civil servants trainings are not merely NIPA's authority but also related with other institution policy such as budget and civil service management. For instance, when NIPA designing training hours for civil servants there should be coordination with Directorate of Budget within Ministry of Finance, because it concern with budget availability. In other hand, NIPA policy related with civil service management such as eligibility criteria in participating in leadership training (structural training) should meet recommendation from sender institution. It means that every government institution should update their personnel department with routine recommendation policy which is legalized through policy issued by the National Civil Service Agency. If the National Civil Service Agency does not do this it will not be happen.
- i. Regards to centralization leadership training level II, NIPA considers this issue as strategic matter since echelon II position is strategic position, hence, requirement to be placed on this position is not easy. As consequence, leadership training level II will be recentralized at NIPA's training centers. As implication on this decision, there is amendment of Government Decree Number 101 Year 2000 within 2 articles which in article 9 related with eligibility criteria of participants and article 14 related with training administering.

- j. Regards to statement related a personnel planning has no link with training management, this grand design attempts to solve that problem through tighten up the training eligibility criteria. Therefore, only short list competence candidate will be notified for training.
- k. Division of labor among training providers has clearly designed. Central government in-charge as fostering institution, meanwhile local government and other training agencies in-charge in training administering.
- l. Evaluation of training agency performance is conducted by NIPA and other training fostering institution in technical training and functional training. Regularly evaluation conducts based on accreditation grade of training agency. For instance, training center that has accreditation in grade A will be evaluated every 5 year, grade B will be evaluated in 3 years, grade C will be evaluated in 2 year. However, if in certain period before evaluation time there is an incidental experience then evaluation will be earlier then schedule.

b. Personnel Department of NIPA

Since 2007, NIPA has driven more functional trainings and technical trainings instead of training for structural position. Budget allocation for training getting increases every year though there is no standard how much should increase. In 2006, NIPA conducted training need analysis though it was not counted as annually need of training hours for individually.

Suitability between training output and employee career path depends on appropriateness person who has been sent to participate in training with their job qualification. Furthermore, employee rotation mechanism and mutation mechanism also contribute to unsuitability between training and career path. However, most of cases in unsuitability between training output and employee career path mostly happened on regular staff which has no structural position either functional structural.

c. Team Member of NIPA Bureaucracy Reform

Perception of bureaucracy reform today generally is about remuneration, meantime efforts on civil servants to improve their performance still less expected. Basic assumption they built is when employee has better remuneration then their performance will be much better than before. However, though several ministries and state agencies already implement new remuneration scheme, but still there are no analysis yet about the effectiveness of remuneration in improving employee performance.

Bureaucracy reform efforts still perform in partial way, such as what Ministry of Administration Reform did so far limited on formal notice through official letter to government institutions about standard operation procedure in bureaucracy reform, Meanwhile until today, government does not has any offer on grand design of bureaucracy reform.

Bureaucracy reform effort in LAN is conducted within three issues:

1. Institutional reform
2. Human resources management reform

Including analysis on workplace competence and individual competence as well as performance appraisal

3. Business mechanism

d. Structural Officers at Deputy IV and Deputy V of NIPA

Structural Officers at Deputy IV:

Until today, none of private training agency has accredited. Prior efforts to accredit some private training agency regards on temporary project with external parties funding. Meanwhile, NIPA budget either regular programs do not engage with those effort since most of NIPA budget program prioritize only for government activities. Thus most of related activities on accreditation for private training agencies are made by partnership with external parties. NIPA's roles are generally as experts and authorization agency in fostering training for civil servants.

Overlapping authority in training for civil servants is also emerge as a result of ego on authoritative area of ministry such as Ministry of Home Affairs and NIPA. MOHA says that they have more authorities' power to regulate local government including civil servants in local government. Meanwhile, NIPA is a fostering agency that in-charge in fostering training for all civil servants in nationally scope. Therefore, in some extents, NIPA cannot be able to exercise their authority on MOHA, for instance to accredit MOHA training agencies. Thus, MOHA training agencies are the only one government training agencies that have not accreditation yet.

Structural Officers at Deputy V:

Some problem emerge in conducting training for civil servants especially in the level of training leadership level I and training leadership level II are:

a. There is no incentive to encourage employees commitment on duties
Works load on Deputy V is extremely overloaded compare with other department at NIPA. However, budget allocation to support the employee's performance in this unit much less than expected. Therefore, it influences on employees performance and commitment on their job. For better result, there should be reforming on reward mechanism on employees that involving in training administering unit. Thus it drives them to commit on their job, since there is incentive for hard work.

b. Lack of competencies on available trainers

Most of available trainers that formally listed are not compatible for leadership training level I and leadership training level II. Therefore, most of the time, we use visiting trainers that have supporting knowledge on related training courses. In the future, preparing the available trainers with outstanding knowledge are necessary to improve institution image and developing of training output.

In other hand, utilization of external trainers do not effective as well, due to lack of commitment on NIPA.

c. Training administering and training data base.

Problems emerge in this part starts at calling for trainees that related with trainees alumni data base. We have no special software that

support in determining the profile of trainees that including their track record in trainings. Thus, this situation contributes on overlap data on recommend trainees that call for leadership training.

The other difficulties are related with reforming training system as result from grand design of reforming training system for apparatus. Leadership training level I and leadership training level II are very strategic training for structural positions. Therefore, managing those two need really careful since it related with institution image on training qualities. However, if this grand design plans to be implemented in short time, let say within 2 years, it will impossible. Since we need more time to prepare include curricula, modules, trainers and socialization. It will be possible if it will be implemented on 2011, after preparation for leadership training level III and leadership training level IV are set as well as new pre-service training level I to level III.

d. Functional Officers at NIPA

Most of trainings were offered by personnel department still less than expected in terms of their effectiveness in support functional position duties. In order to answer functional officer needs in competence improvement, mostly they find related training opportunities by themselves and then they asked personnel department to support them on training tuition fees either transportation fees.

Some functional position needs in-rank trainings and some position sufficient with only induction training. Fostering institution policy on training

and training characteristic as well as training needs determine the type of related training for functional training.

D. Assessment on Current Reform Efforts and Implementation Strategy

1. Background

In assessing current reform efforts and implementation strategy, this study lies on two most important criteria of training success are efficiency and effectiveness as are mentioned in the part of purpose of study are to: (1) Evaluating how the current training system contributes to the performance of civil servants; (2) assess the current reform efforts. The first statement is effectiveness criterion and the second statement is efficiency criterion.

Though, ideally, the impact analysis of training on work performance is the expected result of this assessment, however, the result of this analysis is also considering about on-going progress that happen as parts of their plan in implementing those reform effort into action. Therefore, the result of this assessment will be based on actual accomplishment of current reform effort and preferred reasonable implementation strategy that suitable with actual condition.

Analysis of first statement on how evaluating current training system contributes to the performance of civil servants is already done at Chapter 2. Therefore the next analysis will be about assess the current reform efforts and preferred implementation strategy.

2. Effectiveness criterion

The expected result of this assessment is how this study can reveal the most important indicator of effectiveness as the impact of training on work performance in order to make a link between training and performance.

a. Regard to evaluate current training system contributes to the performance of civil servants is pretty difficult since the cause of less performing of civil servants in Indonesia is not only because of poor performance of training system but it is also because of lack of reward for high performance, old fashioned civil service system, low remuneration system, budget constraint, etc, by the end these factors influence to the management of training system because civil service management is a system that works as a single unit. For more details about ineffectiveness analysis of current training system can be referred at chapter 2.

b. Effectiveness of current reform efforts

There some question to reveal to figure out about new training designs as products of current reform efforts, such as:

One could design most sophisticated and advanced training program, but if the impact on performance is minimal, then the program is not effective. In answering this question, the future training for apparatus describes ideally design that sophisticated and advanced training program for civil servants just like experience in advance countries. However, the weakness of implementation strategy on this study is its implementation feasibility within short terms and midterms because the factual condition

does not support it such as institutional obstacle, administrative feasibility, policy design, political environment, institutional cultural, and instrument to measure civil servants performance as well as performance appraisal instrument. Till today, home work remains regard to civil service management is any government institution still looking up best formula to measure their performance management.

Regard to how this study is able to measure the impact of new training systems that are proposed by the future training for apparatus and grand design of reforming training system for the apparatus to performance of civil servants? For now, this study cannot measure the impact of current reform effort s since everything is still ongoing process. Therefore, it is impossible to assess impact of something that still on progress. But, it will be possible for further research when all the process of new design is already completed.

3. Efficiency Criterion

Question reveals related to efficiency criterion is alternative instrument that can be used to enhance performance due to budget constraint instead of reforming training system. For instance: Given limited government budget, should we use resources to reform trainings, or should we use resources for another alternative? Moreover, efficiency implies that the proposed solution can accomplish the goal with lower cost than other solutions. In this context, it is worthwhile to think about other alternative instruments that could be utilized to

enhance performance. One of them is on-the-job-learning which is different from in-service training; another one is a more efficient utilization of human resource. The issue here is whether it would be more cost efficient if resources are used to design a more-effective.

In this matter, the thing that would like to underline is reforming training system is not the only way to enhance performance of civil servants. Or if it really necessary to reform training system, then budget formula should be arrange in appropriate way within accountability in order to implement new training system proposal of current reform effort. But if it not possible, then different alternative can be used such as utilized human resources than already had in more effective and efficient way such as on-the-job-learning methods on their work place under guidance or coaching from their superior. This method is more effective in terms of transfer of knowledge in the real world case from their colleague, senior or superior.

4. General Feature of Assessing Reform Effort In Training System

The current reform efforts in training system for the Indonesian Civil Servants which conducted by NIPA since 2008 and continue up to 2011 are the sequence activities in reforming training system. Since 2001, when Government Decree Number 101 Year 2000 effectively implemented, there were several attempts to perform this regulation and every year training modules always renewal as part of quality assurance.

Most of reform efforts conducted before 2008 were partially reformed, but since 2008 reform efforts was conducted totally due to environment demands on training, but still reform efforts are conducted within corridor of Government Decree Number 101 Year 2000. There are some points related to reform efforts in 2008 and today:

- a. It is impossible to amendment totally Government Decree Number 101 Year 2000 with new policy, since it need strong political support from executive. Meantime, Indonesian political today atmosphere does not feasible for this idea.
- b. The only possible way to amendment training policy simply on implementation strategy of training policy just like what grand design of reforming training system for apparatus did.
- c. Study of future training for apparatus describes ideally future training for civil servants just like experience in advance countries. However, the weakness of implementation strategy on this study is its implementation feasibility within short terms and midterms because the factual condition does not support it such as institutional obstacle, administrative feasibility, policy design, political environment, institutional cultural, and instrument to measure civil servants performance as well as performance appraisal instrument.
- d. In other hand, grand design of reforming training system for apparatus is more applicable since it considers about implementation feasibility. But, it can works only for short terms and mid terms, meanwhile for long terms this grand design should enforce strengthen role of NIPA, thus NIPA has more bargaining power in persuade Ministry of Finance related with budget allocation and the National Civil

Service Agency related with management of civil service and also Ministry of Administrative Reform regards to grand design in government reform.

- e. Coordination with Ministry of Finance, Ministry of Administrative Reform and National Civil Service Agency should be maintained intensively to assurance sustainability of planning progress.
- f. Training funding greatly depends on government budget, therefore it made training fostering institution less flexible in amendment related policy if it associated with budget and it always does.
- g. Training is part of management civil servants, thus, reforming training system without reforming management of civil servants will be less influence in area of administrative either politically.
- h. Efforts on accreditation and certification of public and private training agencies should be done simultaneously as part of regularly programs and do not depends merely on budget allotment but there should a budget post to support this effort. Since it related with quality assurance that NIPA attempts to accomplish it.

CHAPTER 5

ANALYSIS AND DISCUSSION

A. Introduction

Given attention on reform efforts on training system for the Indonesian Civil Servants, this study sought to determine current problem and status as well as current reform efforts and implementation strategy have been made to overcome previous problems on their training system.

The ambitions want to accomplish of this current reform efforts work is improvement of performance of civil servants through competence based training they were introduce and its instruments in new model of training system within grand design of reforming training system for apparatus.

Furthermore, these efforts drive civil service management system into competence based as well, since the new training system needs competence based support on their system as a whole. Therefore this study uses logical framework adaptation to analyze reform efforts on future training for apparatus and grand design of reforming training system for apparatus, along with informal interview from key informants.

This chapter presents an analysis of the results as they relate to the overall research questions, and provide supporting evidence for the main arguments. Recommendations for policy makers will be presented at the end of this chapter.

B. Thesis Statement

This study thesis statement formulates as the Indonesian training systems for civil servants are need to be reformed, both in level of policy contexts and policy contents in order to improve the performance of civil servants.

C. Supporting Evidence

Indonesia training system is needed to be reformed since as mentioned in chapter 4, human resource management concept that implemented in Indonesia today uses traditional approach which emphasize on job analysis aspects and job description that focus on activity instead of output. Thus, this concept supporting job description of competency inventory (NIPA(2), 2008, 48).

Moreover, in chapter 4 also noted that during the implementation experience, Indonesia never had systematically planning on their civil service system, as consequences there is no link between personnel management training and training management. Thus, this condition failed to support competence of civil servants though they have had training on their career experience.

In addition as stated in Chapter 4 regards to problem in management of civil service and training system implementation weaknesses noted that number of problem regards to civil servants performance source on a low quality of civil

servants. One of the reasons on this matter is poor management of training of civil servants that far from real need of civil servants competence. Eventually, these facts brought to lack performance of bureaucracy (NIPA(2), 2008, 81).

Consider above mentioned, therefore, current training system is needed to be reformed both in level of policy content regards to substantive matters in training policy; and policy context regards to which factors are determined the policy changing which is external environmental factors such as demands of political factors, economic factors as well as demands on training stakeholders.

In addition, data informal interview with key informants as well as data from documents in future training either in grand design of training system, conclude that:

1. Division of labor among NIPA with other raining agencies divided based on their authority as well as training regulation mentioned. Central government runs functions as fostering institutions in training pre service training, leadership training, technical training and functional training. Meanwhile for local governments have rights in conducting trainings which been fostering by central governments through accredited training agencies.
2. Public training agencies may conduct all training for civil servants as long as they consider about training authority. In other hand, private training agencies only may conduct trainings other than leadership training and pre-service training.

3. The contents of training in new model more specifically that considers on competence both participants and training administers.
4. Training duration and approach as well as mechanism have been changed as well become more competence based training.
5. However, regards to annually need of training hours for individually civil servants so far Indonesia training system does not use it. Since training approach use is based on competence and need as well as due to budget constraints consideration.
6. Regards to assessment and monitoring of the outcome of training system will be conducted regularly and based on urgently factors of assessment and evaluation of training performance. The institutions that in charge with this action are NIPA collaboration with other fostering training institution which also involving personnel departments in every government institution.
7. The significant contribution of current training system to the civil servants
8. What are the significant contributions of the current training system to the performance of civil servants?
9. The weaknesses emerge in current reform efforts are about coordinating among institutions which influencing civil service management. Moreover, budget constraint and political will of institution become determining successful factors as well.
10. Current training system can be reformed through:

Reforming pre-service training, reforming technical training, reforming leadership training and reforming functional training, including all elements within training administering and training fostering such as training guides, training modules, training contents (subject), trainers, training infrastructures as well as related policy support in terms of budget and civil service management as a whole system.

11. The implementation strategies in reforming the training system divide into several terms: short terms, middle terms and long terms including certain pilot projects as mentioned in details at chapter 4.

D. Logframe Analysis

1. Problem analysis

- a. Both studies-future training for apparatus and grand design of reforming training system for apparatus have starting point on analysis of weaknesses of implementation of current civil service management law as well as implementation of current training system regulation.
- b. Future training opens the feasibility of amendment of current regulation both substantively and politically since it also mentioned long terms implementation strategy in their results
- c. Meanwhile for grand design of reforming training system more like to amendment of current training system only on some substantive matters and to sharpen current implementation strategy.

2. Objective analysis

- a. Future training only feasible when all supporting elements required in the system available though it divides onto certain phase of implementation. For instance, market demand training will be feasible only if requirement in competence based training are applied unconditionally. Otherwise, it needs medium stage to bridging between preparation stage and fully stage to implement future training.
- b. Grand design of reforming training system more like how to fulfill the current regulation both in civil service management and training system regulation into appropriate way with emphasize on competence based training within more applicable approach and design. This objective associate with how to improve civil servants performance within current policy which more feasible instead to change whole regulation which have risk of resistances from other stakeholders.

3. Preferred implementation strategy

- a. Pilot project in future training conducted at NIPA, meanwhile pilot project in grand design training also conducted other institution as well.
- b. Future training more like ideally concept, meanwhile grand design training more applicable concept.
- c. Future training provides three terms of implementation-short terms, mid terms and long terms, meanwhile grand design training provides short terms and mid terms.

- d. Grand design framework is medium approach uses in future training. If future training emphasizes on market demand on training, meanwhile in grand design training is mix between compulsory training and market demand training that applicable for short terms and mid terms. However, for future training will be applied market demand basis on civil servants training.
- e. Grand design of reforming training system is more likely feasible in implementing rather than future training which more likely feasible within long terms.

E. Recommendation

1. Policy Recommendation

- a. It is very urgent that NIPA point-out its role in fostering of training for civil servants onto higher level of regulation such as put it into law instead of government decree that less influence than law. Therefore, clash on authority of training for civil servants will be defined clearer and undoubted.
- b. Coordination mechanism inter organization in civil service management including training system coordination line should be built into formal structure to assure that all parties involve have same agenda to same issues and there are assurance that organizational supports and commitments on this matters.

- c. Short terms and medium terms of periods, grand design of reforming training system more feasible than future training. However, NIPA needs to prepare on how to change current training regulation for long terms implementation of future training into higher degree level of regulation such law or minimum level of government decrees.
- d. Reforming training system is not incidentally process but continually process, therefore it needs to be monitoring and evaluating onto regular basis. Therefore, formally structure through formal decision such as government decree is absolutely needed, that involve inter ministries decision and involvement.
- e. Preparation for implementation of grand design of reforming training system should be done simultaneously, therefore, on 2011 all preparation already set. Thus, task force team should be arranged since now with their specific task to formulate each training substantive into technical parts for implementation. For instance team of pre-service training, team of functional training, team of technical training and team of leadership level I and level II, team of leadership training of level III and level IV, to work at the same time with different team members, hence, they be more focus and efficient and effective.
- f. In the future, training schemes are not merely arrange only based on budget allotment but moreover because of real implementation of

training need assessment. Therefore, budget format regards on budget standard on training administering should be changed as well into more predicted forecasting of budget absorption, particularly regards on regular and unpredicted needs such as training administering budget standard, accreditation and certification process on both public raining agency and private training agency.

- g. Formula on budget allotment for improving the trainers' capacity should be generated as well to improve their capacity in preparing for new training system that competence based paradigm. For instance, 5% of annual budget allocation for training of trainers both domestic training and overseas training and also provide significant facilities to support the trainers development such as appropriate work station with computer sets, internet access as well as e-library, convenient rooms for work, challenging teaching offering, LCD and remote equipments and so on.
- h. The management of civil service in Indonesia also need to consider how to utilize available human resources into best approach without too much relies on budget decision. Therefore, continuity in fostering performing human resources can be accomplish with cost-efficiency methods beyond the budget constraint.
- i. Moreover, this new training system is also needs introduce more on-the-job-learning instead of other training type that offering at in-

service training. U.S. civil service experience noted that this approach is pretty much contribute to enhance civil service performance than old fashion training approach such as in class training.

2. Further research

Firstly, things that miss in this study is how to formulating long terms implementation strategy, since it depends on current implementation, thus it's pretty difficult to adjust that mentioned. Therefore, for further research, it will be more valuable if there is a long terms implementation scheme for grand design of reforming training system.

Secondly, it will greatly benefit if further research develops indicator of effectiveness as impact analysis of training to work performance based on new design of training system compare with old training system.

Thirdly, this study will greatly benefit as well if for the next research will consider on how to compare which is more cost-efficient in improving performance: Is it changing the reward system, or is it designing a better training system, based on experience of old training system and new training system as well as old remuneration system vs new remuneration system?

Fourth, further research also benefit if try to build performance measurement effectiveness and efficiency training system. Therefore, the

Indonesian training system will be periodically evaluated in more appropriate standard of performance.

APPENDIX

Table Strategy in Implementing the Future Training for the Indonesian Apparatus

Strategy	Training Classification	Characteristic	Organizer	Assumption	Consequences
Short terms (2008-2010)	Training type divided into Structural training, functional training and technical training	<ul style="list-style-type: none"> - Optional training based on training need assessment - Functional training and structural training categorize as obligatory training with program content same with current program. 	<ul style="list-style-type: none"> - Technical trainings conducted by public training centers and accredited private training centers. - Structural trainings and functional trainings conducted by public training centers. 	<ul style="list-style-type: none"> - Training needs of organization either individual is different. Thus, the decisions of technical training needs are determined by their own institution. - Training policy implementation so far performed inconsistency. - Any training policy is directed to implement competence based training 	<ul style="list-style-type: none"> - TNA should be implemented very soon, particularly in technical trainings. - Accreditation instruments must be valid. - The assessors must be professionals. - Competence based curricula. - Private training centers accreditation should be done as soon as possible.

Strategy	Training Classification	Characteristic	Organizer	Assumption	Consequences
1 st Medium terms (2010-2012)	Trainings divided into structural trainings and technical trainings either mix between technical training and functional training.	<ul style="list-style-type: none"> - Technical trainings are optional trainings based on TNA. - Structural trainings are obligatory trainings, however, competence base has been implementing. 	<ul style="list-style-type: none"> - Technical trainings organized by public training centers and accredited private training centers. - Structural trainings organized by public training centers 	<ul style="list-style-type: none"> - Organization needs or individual needs are different, hence, decision of training needs are determined by their own institution. - Any training policy implementation is directed to comprehensively competence base implementation - Competence base assessment is valid on any competency for TNA in technical training - Selection based on competence is conducted in structural training 	<ul style="list-style-type: none"> - TNA is needed for technical training - Competence base is used as a basic of TNA in technical training. - Competence base curricula - Private training centers accreditation should be done as soon as possible. - NIPA develops specific and interesting leadership training (structural training) - Competence base selection uses in selection for participant candidate in structural training
2 nd Medium terms (2012-2015)	Trainings divided into structural	<ul style="list-style-type: none"> - Technical training is optional training based on TNA 	<ul style="list-style-type: none"> - Technical training and structural 	<ul style="list-style-type: none"> - Organization needs or individual needs are 	<ul style="list-style-type: none"> - TNA are needed for technical

Strategy	Training Classification	Characteristic	Organizer	Assumption	Consequences
	<p>training and technical training either mix between technical trainings and functional trainings.</p>	<p>- Structural training is obligatory with focus on leadership.</p>	<p>training organized by public training centers and accredited training centers.</p>	<p>different, hence, decision of training needs are determined by their own institution.</p> <ul style="list-style-type: none"> - Any training policy implementation is directed to comprehensively competency based. - Competence base assessment is valid on any competency for TNA in technical training - Selections based on competence are conducted in both structural training and technical training. - Specific leadership training is designed by NIPA in interesting ways; therefore, it will be marketable. - Recruitment of structural officers has based on competency, but 	<p>trainings and structural trainings.</p> <ul style="list-style-type: none"> - Competence base assessment is used as a basic of TNA's in technical trainings as well as structural trainings.

Strategy	Training Classification	Characteristic	Organizer	Assumption	Consequences
				managerial skill as well as technical skills still needs further improvement through trainings.	
Long terms (2015-2020)	Characteristically, there are no different between managerial trainings and technical trainings. But in classification still there are managerial skills and technical skills.	- Trainings are categorized as optional	- Trainings are organized by public training centers and accredited private training centers.	<ul style="list-style-type: none"> - Organization needs or individual needs are different, hence, decision of training needs are determined by their own institution. - Any training policy is directed to implement comprehensively competency base policy. - Assessment based on competence is valid to any competency for TNA in technical training and structural trainings. - Specific leadership training is designed by NIPA in interesting ways; therefore, it will be marketable and 	<ul style="list-style-type: none"> - TNA is provided for technical trainings and structural trainings. - Assessment is based on competency uses as a basic in determines TNA - Any employee right in training has been guarantying - NIPA and any public training center competes with private training centers in terms of training quality

Strategy	Training Classification	Characteristic	Organizer	Assumption	Consequences
				has same chance to grow such other trainings. - Competency base recruitment.	

Source: (NIPA(1), 2008, 80-85)

Table Schedule on Policy Formulation on Fostering Policy

Number	Policy	Schedule	Note
1.	NIPA Chairman policy on standardization on training institution	2009-2010	New
2.	NIPA chairman policy on certification of training accreditation and training accreditation	2009	Review
3.	NIPA chairman policy on regularly evaluation of training institution	2009-2010	New
4.	NIPA Chairman policy on formatting training courses guideline	2009-2010	New
5.	NIPA chairman policy on guideline of formatting curricula	2009-2010	New
6.	NIPA Chairman Policy on guideline of formatting training modules	2009-2010	New
7.	Leadership training Level I module package	2009	Review
8.	Leadership training Level II module package	2009	Review
9.	Leadership training Level III module package	2009	Review
10.	Leadership training Level IV module package	2009	Review
11.	Pre-service training Level III module package	2009	Review
12.	Pre-service training Level I & Level II module package	2009	Review
13.	NIPA Chairman policy on training program accreditation and certification of training program	2009-2010	New
14.	NIPA chairman policy on Training Program Evaluation Guideline	2009-2010	New
15.	NIPA Chairman policy on competence standard for training manager and training administer	2009-2010	New
16.	NIPA chairman policy on	2009	Review

	TOC administering guideline		
17.	NIPA chairman policy on MOT administering guideline	2009	Review
18.	Formatting MOT module package	2009	Review
19.	Formatting TOC module package	2009	Review
20.	NIPA chairman policy on certification for trainer manager and training administering	2009-2010	New
21.	NIPA Chairman Policy on Regular Basis Evaluation to trainer manager and training administer	2009-2010	New
22.	NIPA Chairman Policy on infrastructure standard on leadership training administering	2009-2010	New
23.	NIPA Chairman Official Letter to Line ministries training agencies in formatting infrastructure standard on technical training and functional training which determined by NIPA Chairman and the head of technical institution	2009-2010	New
24.	Some regulations are determined by NIPA Chairman with technical institutions regards to infrastructure standard on training administering	2009-2010	New
25.	NIPA chairman policy on recruitment guideline of trainer candidates (functional and visiting)	2009-2010	New
26.	NIPA chairman policy on competency standard for trainer	2009-2010	New
27.	NIPA Chairman policies on various guideline in administering training for trainer	2009	Review
28.	NIPA Chairman policy on various training curricula for trainer	2009	Review

29.	NIPA Chairman policy on technical guideline to determine credit point in trainer functional position	2009	Review
30.	NIPA Chairman policy on technical guideline to determine credit point for trainer candidates	2009-2010	New
31.	NIPA Chairman official letter to technical institution and local government related to minimum teaching hours of trainer which has no honorarium	2009-2010	New
32.	Module package on in-rank training of trainer level I	2009	Review
33.	Module package on in-rank training of trainer in level II (Muda)	2009	Review
34.	Module package of in-rank training of trainer in level III (Madya)	2009	Review
35.	Module Package on in-rank training of trainer in level IV (Utama)	2009	Review
36.	NIPA Chairman Policy on Competence accreditation and competence certification of functional position of trainer	2009-2010	New
37.	NIPA Chairman Policy on Competence accreditation and competence certification of visiting trainer	2009-2010	New
38.	NIPA Chairman Policy on fostering visiting trainer	2009-2010	New
39.	NIPA Chairman Policy on Mentor of civil servants in pre-service training	2009-2010	New
40.	NIPA Chairman Policy on guideline of leadership training administering level I, Level II, Level III and Level IV	2009-2010	New
41.	NIPA Chairman Policy on guideline of functional training administering on level I, level II, level III	2009-2010	New

42.	NIPA Chairman Policy on general guideline of functional training administering	2009-2010	New
43.	NIPA Chairman Policy on general guideline of technical training administering	2009-2010	New
44.	NIPA Chairman Policy on general guideline of facilitator on pre-service training level I, level II, level III	2009-2010	Review/ New
45.	NIPA Chairman Policy on general guideline of facilitator on leadership training level I, level II, level III	2009	Review
46.	NIPA Chairman Policy on coordination guideline of training administering (SOP)	2009-2010	New
47.	NIPA Chairman Policy on monitoring and evaluating guideline of training administering	2009-2010	New
48.	NIPA Chairman Policy on guideline of budgeting standard formatting in training administering	2009-2010	New
49.	NIPA Chairman Policy on guideline of budgeting standard formatting in leadership training administering and pre-service training administering	2009	Review
50.	A variety of policy regards to co-agreement between NIPA Chairman and fostering institution in technical training and co-agreement between NIPA Chairman with fostering institution functional training related to budgeting standard in administering technical training and administering functional training	2009-2010	New

S o u r c e :	51.	Co-agreement between NIPA Chairman and National Civil Service Agency related to leadership competence standard of structural officer within echelon <i>IV, III, II, and I</i>	2009-2010	New
(N I P	52.	NIPA Chairman Policy on guidelines of competency assessment for leadership trainee and alumni	2009-2010	New
A (2) ,	53.	NIPA Chairman policy on guideline of leadership potential test for structural officer candidate in public organization	2009-2010	New
2 0 0 8 , 1 9 1)	54.	Co-agreement among NIPA Chairman, Minister of Finance, and Chairman of National Civil Service Agency regards to postpone of structural level and remuneration for those who did not meet yet required competence on related position	2009-2010	New
	55.	Generating workplace for training assessment centre	2009-2011	New (MENPAN approval)
	56.	Guideline on training need assessment	2009	Review
	57.	Formulating module package on training need assessment analysis	2009	Review
	58.	Formulating guideline for facilitator on training need assessment analysis	2009	Review
S	59.	NIPA chairman policy on evaluation guideline on post training	2009-2010	New

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urce: (NIPA(2), 2008, 191)

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