

Individual Capacity Building in Newly Proliferated West Pasaman Regency, West Sumatera Province, Indonesia

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ABSTRACT

Capacity building is an aspect, which determining successful objective of a local government proliferation. Individual capacity is important because human become actors who perform efforts for their future. Regency Government of West Pasaman is one of local governments in West Sumatera Province, Republic of Indonesia, which has undergone the proliferation process. Efforts related to the proliferation that the regency has been doing are education and training and further study program for its government staff and civil servants in order to improve their quality. West Pasaman Regency provides in class and out-of-class education and training programs. It provides further education program by giving opportunities to its government staff and civil servants to attend higher education at diploma, graduate, and post-graduate levels. This study applied a phenomenological approach if West Pasaman Regency had succeeded to undertake the proliferation while most of proliferated areas nationwide failed. The study focus was on individual capacity building as a key to successful proliferation and to performing local autonomy.

Keywords: Individual Capacity Building; Local Government; West Pasaman; Proliferation

INTRODUCTION

Indonesia experienced a change in governmental regime in May 1998, allowing the country to make a mass political system transform. The key element to such transformation process was decentralization. As a leading building block in reform program the Government of Indonesia inaugurated (Dewan Perwakilan Rakyat RI, 1999) on Local Government. The law reconstructed the power structure within the public administration system of the country and resulted in a substantial shift of public funding from national to regional levels.

The fundamental change as required by (Dewan Perwakilan Rakyat RI, 1999) for decentralization. Furthermore, political decentralization stated that to be signaling the transfer of political power to the lower levels of the government (Bekele & Kjosavik, 2016). The decentralization of power allows the local governments to execute their autonomous authorities in order to make planning and decisions about important local matters (Schneider, 2003) (Montero, 2008). In practice, decentralization gives opportunities to the local political leaders to perform a proliferation. The policy on proliferation has allowed the local governments to proliferate their administrative

areas. Reform era has characterized by, among others, proliferation of the governmental system of Indonesia. According to (Dewan Perwakilan Rakyat RI, 1999), article 4(1), proliferation can take different forms, such as fusion of several areas or the areas adjacent to the proliferating area, or fission, in which one area becomes two or more newly different administrative territory. Furthermore, proliferation can be viewed as a part of local management process, or "territorial reform" or "administrative reform", i.e. "management of the size, shape and hierarchy of local government units for the purpose of achieving political administrative goals" (Ferrazzi, 2005). The local management typically comprises proliferation (fusion), fission, or demise of particular area. The grand strategy of an optimal local autonomy does not stop by determining how many autonomous areas to be preferable. Instead, the essence of the autonomy of particular area must be capable of answering question of what proliferation is for (in the context of territorial reform) (Ferrazzi, 2005).

A report from the Ministry of Interior Affairs of Republic of Indonesia in 1999 summarizes a significant increase in number of the new areas, as shown by Table 1 below.

Table1. Number of Local Governments in Indonesia over time

Year	Province	Regency	Municipality	Total
Prior to 1999	26	234	54	319
1999	2	34	9	45
2000	3	-	-	3
2001	-	-	12	12
2002	1	33	4	38
2003	-	47	3	49
2004	1	-	-	1
2005	-	-	-	-
2006	-	-	-	-
2007	-	21	4	25
2008	-	27	3	30
2009	-	2	-	2
Autonomy by Proliferation post Law 22/1999	7	164	34	205
Total of Local Governments (2009)	33	398	93	524

However, in practice, local autonomy has not been successful because it has not obtained as the autonomy has promised, i.e. freedom of movement and better opportunities for the locals. Most autonomous areas failed because either original area declined due to the existence of newly proliferated area, newly proliferated declined due to its disintegration from the original area, or massive decline between the original and the newly proliferated areas. This failure has surely resulted in inadequacy in community service provision and local people well-being efforts. This worsening trend has urged the central government of Indonesia to take a critical measure: the President issued a moratorium in 2010 to halt temporarily the proliferation (*Viva news*, 14 July 2010). The President's statement concerning his decision is as follow:

“The moratorium is still in effect. We must wait for further policies on proliferation based on evaluations we have done so far, on grand design, and on strategic policy the government has been making.”

While the moratorium has been in effect, the proliferation continues to fail. Two periods of the Ministry of Interior reported a similar trend. In 2012, the Minister of Interior stated that 70 per cent of the proliferated areas failed (*KOMPAS*, 15 December 2012). In 2015, the Minister of Interior announced that 62 per cent of the proliferated areas failed (*Republika*, 16 April 2015).

This study found a phenomenon in West Pasaman Regency. Amidst failures the other areas had been experiencing, West Pasaman Regency demonstrated a phenomenal success.

Since it had formed its own government apart from Pasaman Regency, it had recorded satisfying, significant improvement both in quality and in quantity. The study found that the key to proliferation success for West Pasaman Regency was capacity building.

Capacity building in West Pasaman, an autonomous, newly proliferated area (*Autonomy Regional Result of Unfoldment*, DOHP) in West Sumatera Province, Indonesia, is part of strategies towards improvement of capacity, effectiveness and (Keban, 2004) has theorized responsiveness of local civil servants, as what. West Pasaman Regency has been organizing a capacity building process in three dimensions of capacity building, i.e. individual, institutional, and system, to answer questions provided by literatures in (Grindle, 2011), (Keban, 2004), and (Ammitsboll, 12AD). However, this study would limit its discussion to individual dimension.

West Pasaman Regency as the autonomous, newly proliferated area only established in 2003 under the provincial administration of West Sumatera Province. At the time of its establishment, the regency consisted of 11 districts and 19 areas namely Nagari. Figure 1 provides the territorial area map of the regency. The formation of West Pasaman Regency as a new autonomous area was the result of mutual aspiration of its local community. The official recognition of West Pasaman Regency provided by and guaranteed in (Pemerintah Republik Indonesia, 2004) on the Establishment of New Regency/Municipal Governments in West Sumatera Province. Furthermore, the Government of Indonesia officially established it on 6 January 2004 with the appointment of the

interim Regent by the Governor of West Sumatera.

RESEARCH OBJECTIVE

Research observation of the current study only focused on individual dimension of the capacity building. Therefore, this study aimed at assessing the individual capacity building of the government staff in West Pasaman Regency.

RESEARCH METHODOLOGY

This study performed the research observation using a qualitative methodology. (Sugiyono, 2013) stated that the qualitative research methodology is a research performed in a natural condition. Furthermore, (Creswell, 2013) divided qualitative methodology into five different categories, i.e. phenomenology, grounded theory, ethnography, case study, and narrative research.

This study used a phenomenological research method to find out the essence of experiences aimed at understanding those experiences in a conscious manner (Sugiyono, 2013). A phenomenological research has four main stages, i.e. determination of objects studied and whom to investigated, data collection, phenomenological data analysis, and individual critical review (Sanders, 1982). (Creswell, 1998) added that the collection of information by means of phenomenological approach takes place through in-depth interviews.

THEORETICAL REVIEW

Capacity building in the context of decentralization is a need for adapting local policies and regulations, for reforming local governmental institutions, modifying work procedures and coordination mechanism, improving human skills and qualifications at local levels, and alternating value system and readiness towards the fulfillment of local autonomy needs.

The concept of capacity building ranges three aspects, as follows: (a) capacity building as a process; (b) the process is run at individual, institutional, and system dimensions, as well as institutional reform and networks; and (c) the process aims at creating organization sustainability towards its goals and objectives.

West Pasaman Regency covers 3,887.77-kilometer square area situated in the west coast of West Sumatera Province. Recently, the regency has 11 districts and 19 "Nagari". The

regency divided into 216 jorong. The history of the establishment of the new proliferated area of West Pasaman began with the promulgation of Act 38/2003. Furthermore, four additional districts established according to Local Act 4/2003.

Different authors have performed previous studies on capacity building. Triana (2013) performed a research of capacity building in local government with the aim to examine the concept of local government capacity building in both theoretical and operational aspects. This study concluded that capacity building is a huge job for autonomous local governments to give priority to public serving. (Arka, 2008) in his paper on local autonomy, local capacity building, and support for minority languages, a field experience from Indonesia, examined the complexity of language/cultural maintenance and revival, highlighting the significance of building and long-term local capacity. In this study, comparison between different local customs helped clarify political and economic variables at local level and the necessary bottom-up community-based initiatives in language/cultural maintenance and revival. (Honadle, 2001) in her theoretical and practical issues of local government capacity in an era of devolution described the process the United States experienced in decentralization of domestic programs in health care, welfare, and other functions. The local governments had more responsibility for policymaking, management, and implementation of important national goals. Therefore, it is important to consider local capacity to cope with the responsibilities.

FINDINGS

Initial preparation for the proliferation emanated from the original area, Pasaman Regency, by fulfilling the needs for government staff and civil servants who had to perform duties and responsibilities in the newly established West Pasaman Regency. The preparation included the shift of authority of Nagari Government to interim Regent of West Pasaman. Furthermore, staff and civil servants from the original regency who had worked at the administrative territory that would become the autonomous, newly proliferated area of West Pasaman Regency also occupied the new regency. By doing so there would not be divided commands for the staff, but instead, they were under one administration, the newly established West Pasaman Regency.

The staff and civil servants placed in so-called Local Performing Work Units (*Satuan Kerja Perangkat Daerah*, SKPD) by a cultural approach according to representativeness of three major ethnics, i.e. Minang, Batak, and Javanese. The establishment of the work followed the order of *Anak Nagari* House of Representatives (*Perwakilan Anak Nagari*).

Proliferation at the early stage needed leadership competency. The leadership had a responsibility to provide out-of-class education and to give a direct example of responsibilities implemented by the staff in charge. In other words, the government authority performed a leading by example.

West Pasaman Regency had a responsibility for providing services for its local citizens. To this end, there had to be skilled and knowledgeable staff and civil staff as the service providers. In the interview, the interim Regent of West Pasaman explained (23 February 2016):

“The availability of the staff had not been adequate at the beginning of the proliferation process. The staff competences on education and technical skills were limited, while we had to address demands from the community and provide service.”

The individual dimension of the capacity building requires human as major actor who must be capable of doing things for life and future. The Regency Government of West Pasaman had taken measures to improve the individual capacity building by providing them with education and training and further education program.

Education and Training Program for Government Staff at West Pasaman Regency

Education and training program is an individual investment. Such effort becomes a medium by which the authors approached it from the government staff of capacity building. In addition to access towards better education, capacity building helps the staff participate much better in social processes (Ammitsboll, 12AD). Therefore, education is very important to improve the quality of human resource and to execute duties and responsibilities efficiently and effectively.

Within the span of ten years, West Pasaman Regency has been providing education and training program for its government staff. Initially, the program took the form of an out-of-

class activity under the immediate supervision of the heads and qualified colleagues of each local performing work (*Satuan Kerja Pelaksana Daerah*, SKPD) which had been available. The regency has only managed to provide its official education and training program since August 27, 2005, after the inauguration of the Regent and Vice Regent.

The regent passed the authority of the priority duties to the Head of Local Apparatus Agency (*Badan Kepegawaian Daerah*, BKD) to coordinate with all heads of the SKPDs to organize and to invest eligible staff to participate into the education and training activities. As the interview recorded (21 February 2016):

“Our regency could not make any policy to implement any in-class training and education for the staff. However, we still managed to deliver knowledge and skills out-of-class, that is by organizing education and training under immediate supervision of their superiors.”

The education and training established under the Government Decree 101/2000 on Education and Training for Government Staff. Article 1(1) requires that a learning-teaching process used for improving the capacity of the staff. The main target of the education and training is to create government staff or apparatus with good competencies in order to perform responsibilities given according to their respective duties and responsibilities. There are three kinds of education and training program provided by the Government of West Pasaman Regency, i.e. functional, technical, and leadership education and training programs. The Regent of West Pasaman believed that human resource is an indispensable and undisputed asset towards the ultimate goal of the proliferation of the newly autonomous government. Below is the interview (21 February 2016):

“The staff must be encouraged and given equal opportunities to improve their capacities and skills according to their jobs and responsibilities. Therefore, I, as the regent, gave priority to the Head of BKD to coordinate with heads of other local performing units to organize and to arrange inventory of the public servants to join the education and training programs in line with the necessity of each local performing unit.” Furthermore, the Head of BKD of West Pasaman Regency explained in the interview that the regency had only implemented the

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technical education and training since 2012 (1 March 2016):

“From 2005 to 2011 the technical education and training was held in collaboration with the Center for Education and Training of West Sumatera Province. By 2012, however, we had managed to organize it ourselves because the regency had already had a Technical Service Unit for the Education and Training. It is noteworthy that West Pasaman is by far the only regency in West Sumatera Province that has the Technical Service Unit for the Education and Training.”

The functional education and training provides knowledge and/or skills for the staff according to their specialty and competency. It needed to help them execute the functional duties. The functional education and training applied to fulfill the competency requirements. An interview with the Head of BKD of West

Pasaman Regency revealed as follows (1 March 2016):

“We have already organized it since we have had technical service unit. Each local performing unit permitted to organize its functional education and training. In doing so, the head of the local performing unit must give a proposal to the head of BKD, with whom he or she would facilitate for the implementation. The BKD provides trainers necessary for the functional education and training activities. Furthermore, the local performing unit has an authority to establish its own curriculum, in particular those related to functional skill education and training.”

In the functional education and training participants learnt skills and proficiencies. Table 2 summarizes the programs for the period of 2012-2015 in West Pasaman Regency.

Table 2. Functional Technical Education and Training in West Pasaman (2012-2015)

Functional Technical Education and Training				
Year	No.	Activities	Participants	No. Of Participants
2012	1.	E & T for spending treasury	Spending Treasury	30
	2.	E & T for Public Health Extension Staff	Health Extension Staff (Nurse)	30
	3.	Functional E & T for Teachers	Teachers	30
	4.	Functional E & T for School Surveillance Officer	Surveillance Officers from elementary to highschool levels (general and vocational)	30
2013	1.	E & T for Teacher's Credit Score	Teachers	30
	2.	E & T on Credit Score for Medical Staff and Paramedics	Laboratory and Pharmacy Practitioners	30
2014	1.	TOC Education and Training	Local Performing Units as E & T organizers	30
	2.	E & T and Selection for Local TOT	Public servants	30
	3.	E & T on Credit Score Calculation for Extension Staff	Extension staff	30
2015	1.	Technical E & T on SOP Development for Local Apparatus	Echelon IV officers	60
	2.	Public Service Education and Training	Echelon IV officers and staff	60
	3.	E & T on Education and Training Necessity Assessment	Echelon IV officers	30

Source: Regency Government of West Pasaman (2016)

Technical education and training implemented to fulfill technical competency requirements, in which the staffs posited at particular technical posts. The Decree of State Administration Agency (*Lembaga Administrasi Negara*, LAN) 13/2011 requires two kinds of technical education and training, one for administration

and management and the other for substantive matter. West Pasaman Regency provided the technical education and training in concert with the Center for Education and Training of West Sumatera Province for the period of 2005-2011. It had only managed to organize the technical education and training independently by 2012 as

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Technical Service Unit (*Unit Pelayanan Teknis*, UPT) for Education and Training had established. UPT has contributed to accelerate the education and training process and to minimize budgets because the local government itself provides the program. In order to improve the capacity, the UPT must take a further measure by having networks with fellow education and training institutions from other regions, which have a good competency. The networks, as applied by the Regency Government of West Pasaman, was by cooperating with other institutions, such as universities and institutes, and other fellow education and training bodies.

According to the Head of BKD of West Pasaman Regency, the technical education and training was under the coordination of the heads of the SKPDs (1 March 2016):

"In order to determine criteria by which the civil servants could attend technical education and training, coordination was necessary with all local performing units. The potential trainees had to fulfill the following requirements: position and level; potential to develop; high motivation for self-development; competency to maintain reputation and credibility of the civil servants; and dedication and loyalty to their organizational duties." Furthermore, an interview with the Secretary of BKD of West Pasaman Regency revealed as follow (5 March 2016):

"We provided a simple process for the civil servants who were willing to attend the education and training. The head of each local

performing unit made an inventory of their staff with required criteria and endorsed them to the BKD. After that, the BKD would review the data available. The third phase would be a proposal from the BKD to the Local Secretary of the West Pasaman Regency for agreement. Finally, the BKD sent the civil servants to the education and training program. The program took place at the Center for Education and Training of West Sumatera Province."

Leadership education and training functions are as teaching visions, knowledge, skills, proficiencies, attitudes, and behaviors of the leadership of the state apparatus. The West Pasaman Regency have been providing the leadership education and training since the establishment of Government Decree 101/2000. In which its article 10 divides the leadership education and training into four different levels, i.e. Level I for first echelon staff, Level II for 2nd echelon staff, Level III for 3rd echelon staff, and Level IV for 4th echelon staff. The fourth echelon staffs are responsible for planning for institutional activities (Decree of State Apparatus Agency 13/2013). The third echelon staffs are responsible for describing institutional vision and mission and are required to have tactical leadership skills of how to persuade structural and functional leaders. The second echelon staffs play an important role in determining strategic policies and leading subordinates as well as all strategic stakeholders. Table 3 summarizes efforts of the leadership education and training that been taken by West Pasaman Regency.

Table 3. Leadership Education and Training in West Pasaman Regency (2013-2016)

Leadership Education and Training				
Year	No.	Activities	Participants	No. of Participants
2013	1.	Public Servant sourced Police Unit Education and Training	Public Servant sourced Police Unit	8
	2.	E & T on Capacity of District Heads	District Heads	3
	3.	TOT Education and Training	- Regency Office of Education Affairs - Regency Office of Agriculture	5
	4.	Leadership E & T II, III, and IV	Leadership E & T II:	3
			- Head of Athletics and Youth Affairs Regency Office - Heads of Welfare, Development, and Politics Regency Office - Secretary of House of Representatives	

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			Leadership E & T III: - Head of Gunung Taleh District - Head of Sungai Alur District - BPBD Secretary - Division Head of Local Development Plann Office Leadership E & T IV: - Echelon IV officers at Local Performing Units	20
	5.	Technical Guidance on Local Assets Management	Holders of assets Local Performing Units	30
	6.	Technical Guidance on MC and Protocol	Local Performing Units	45
	7.	Technical Guidance on Good and Service Provision	- Acting officer of Technical Activities - Commitment makers of Local Performing Units	30
	8.	Technical Guidance on Administrative System of Promotion and Retirement for Public Servants	Subdivision Head of Employment of Local Performing Units	45
2014	1.	Leadership E & T IV	Echelon IV officers	40
	2.	Leadership E & T III	Echelon III officers	5
	3.	Leadership E & T II	Echelon II officers	3
	4.	E & T on Capacity Building for District Heads	District heads	4
2015	1.	E & T on Capacity Building for District Heads	District heads	3
	2.	Leadership E & T IV	Echelon IV officers	30
	3.	Leadership E & T III	Echelon III officers	5
	4.	Leadership E & T II	Echelon II	3
2016	1.	Leadership E & T IV	Echelon IV	40
	2.	Leadership E & T III	Echelon III	20
	3.	Leadership E & T II	Echelon II	8

Source: *Regency Government of West Pasaman (2016)*

Further Studies for Government Staff at Pasama Barat Regency

Staff as the state apparatus at the local government of West Pasaman given opportunity to continue their study to higher education to gain new knowledge and experience. As part of this objective, the Government of West Pasaman Regency have already cooperated with several notable higher education institutions nationwide, such as the Institute of State Administration (*Sekolah Tinggi Administrasi Negara*, or STAN) Jakarta, Institute of Transportation (*Sekolah Tinggi Transportasi*, or STT) Kendal, Andalas University Padang, University of Indonesia Jakarta, and State University of Padang. The regency provided opportunity to the staff to continue their master degree by collaboration with the Andalas University and the National Agency for Development Plan (Bappenas) in the

form of cost sharing. The master degree on chief information officer (CIO) provided in concert with the State University of Padang via cost sharing method. Another cost sharing based master degree education on integrated lowland and management planning was also established by West Pasaman Regency. In cooperation with Sriwijaya University Palembang, master degree in public activity is planning with University of Indonesia, master degree in area management and development planning with Bandung Institute of Technology, master degree on economics and development studies with Syah Kuala University Banda Aceh and Bappenas. A further education program for teachers took place as the regency cooperated with Center for Education Quality Control (Lembaga Pengendali Mutu Pendidikan, LPMP) of the State University of Padang. All of this cooperation established is under the

Memorandum of Understanding (MoU). The Memorandum of Understanding proves the legal status, which guarantees mutual benefits. Further education program was divided into two categories, i.e. study permit (*izin belajar*) (Table 4), and learning task (*tugas belajar*) (Table 5).

The study permit given to the staff without removing them from daily responsibilities and duties at work, whereas learning task given by liberating the staff from their responsibilities and duties at work. The staffs who attend the

learning task must choose the study program in line with their responsibilities and duties at work provided the higher education institutions that had cooperation with Pemda Pasbar.

The staffs who attend the study permit liberated to choose the higher education institutions that provided the study program in line with their responsibilities and duties at work albeit not in cooperation with Regency Government of West Pasaman.

Table 4. *Scholarship for government staff in Barat Regency (2010-2015)*

Year	Education				Total
	Vocational	Undergraduate	Graduate	Postgraduate	
2010	4	3	-	-	7
2011	-	-	-	-	0
2012	-	-	4	-	4
2013	-	4	2	-	6
2014	-	3	4	-	7
2015	-	3	11	-	4

Source: *Local State Apparatus Agency of West Pasaman Regency (2016)*

Table 5. *Study Permit for Government Staff in West Pasaman Regency (2010-2015)*

Year	Education				Total
	Vocational	Undergraduate	Graduate	Postgraduate	
2010	24	589	2	1	616
2011	33	37	2	-	72
2012	5	147	37	-	189
2013	9	85	30	-	124
2014	-	67	9	-	76
2015	-	61	45	-	106

Source: *Local State Apparatus Agency of West Pasaman Regency (2016)*

The staffs that were qualified to continue the study to the higher education, either at diploma, graduate, or master degrees, then divided into two funding categories. Those in the learning task category were given a scholarship by the Government of West Pasaman Regency and cost sharing between Government of West Pasaman Regency and *Bappenas*, *Kemerkominfo* and Ministry of Transportation (*Kemenhub*). Whereas, those in the study permit category were granted semester tuition.

In pursuing the higher education, the staffs were limited to finish the study in eight, ten, and six semesters, respectively for the diploma, graduate, and master degree.

Furthermore, the Regency Government of West Pasaman also provided a programe namely job-related education (*pendidikan kedinasan*) in cooperation with the National Apparatus Agency (*Lembaga Administrasi Negara*, or LAN), the National Development Plan Agency

(*Badan Perencana Pembangunan Nasional*, or Bappenas), the Ministry of Communication and Informatics (*Kementerian Kominfo*), and the Ministry of Transportation (*Kemenhub*). The civil servants have got similar responsibilities to those attending either.

Interviews during field observation, as those with the Head of the Local Income Agency (*Dinas Pendapatan Daerah*, or Dipenda) of West Pasaman Regency, revealed that all the staff/civil servants who had graduated from the higher education (universities or institutes) to disseminate knowledge and skills they had obtained during the studies as well as socialize their individual competencies.

It was evidenced that staff competency turned out to be improving. In addition, it had also proven that disciplines and responsibilities became more prioritized (7 March 2016).

DISCUSSION

Individual Capacity Building

West Pasaman created a history on 6 January 2004 when the Governor of West Sumatera appointed an interim Regent for this atomies, newly proliferated area. The date became a stepping-stone towards a new government and its governmental duties. The interim Regent of West Pasaman had a main duty of preparing institutional aspect and human resource management under guidance and supervision of both Provincial Government of West Sumatera and Regency Government of Pasaman.

At the initial stage of the proliferation, the original area of Pasaman Regency did not divide its civil servants to the newly proliferated West Pasaman Regency. Instead, Pasaman handed-over the civil servants who had worked in the would-be administrative areas of West Pasaman and the *Nagari* Government. The congruency between demand and supply of the civil servants in West Pasaman during the first stage of proliferation was still inadequate due to, among others, lacking competency of the human resource. Such condition, however, did not suspend efforts of performing the governmental duties. The competency extremely needed by the autonomous, newly proliferated area of West Pasaman Regency was leadership at structural posts. Under coordination of the Governor, Regent of Pasaman and leading actors of the proliferation, a strategic and innovative policy made by the interim regent to appoint leadership according to competency and job description using a cultural approach. The involvement of stakeholders in the policy-making by the interim regent agrees with a statement from (Rhodes, 1997) stated that the most difficult job in governance is how to manage relations between autonomous and complicated actors in order to manage mutual interest.

The involvement of stakeholders in the policy-making also complied with the local tradition of West Pasaman. There are Minang saying stated “*duduak surang basampik-sampik, duduak basamao balapang-lapang* (sitting alone has a narrow space, sitting together has a large space). This saying means that in determining something for mutual interest, a collective dialogue, namely *musyawarah*, in which all affected parties are involved, is the most important aspect towards collective decision (*mufakat*). In Minang tradition, the affected

parties, or the stakeholders, united into *tungku tigo sajarangan*.

Leadership competency is very necessary to give knowledge and to provide learning process to the civil servants. It improves awareness of value and the importance of duties and works. This competency directs the civil servants to focus on their organizational purpose and to an optimal potential development. The competent leaders are capable of creating a good learning process of the civil servants at the local apparatus organization. The necessary learning in the organization is to get used to thinking systematically, not individually or separately. Each member of the organization has a mutual objective, i.e. towards organizational objective.

Competency-based leadership in West Pasaman Regency became the guidance for the interim regent to perform his duties and responsibilities. The leadership competency deals with ability of an individual leader to develop vision and objective, conflict management, problem solution, social and environmental responsibility according to the organizational culture (Thompson, Jones, & Warhurst, 2007). Leadership competency for managers of multicultural group comprises five characteristics, as follows: (1) cultural empathy; (2) learning about work; (3) communication competency; (4) managerial skill; and (5) personal style.

The cultural approach of the interim Regent of West Pasaman in performing the leadership was shown by considering representativeness of *Anak Nagari* and three major ethnics (Minang, Batak, and Javanese). The cultural approach to leadership positions had complied with articles 2(22) of the Law 5/2014 on Merit System. A system merit is policy and management of Indonesia's National Civil Apparatus (*Aparatur Sipil Negara, or ASN*) based on qualification, competency, and performance in fair and natural manners without discriminating political, racial, religious, gender, marital status, age, and disability backgrounds (article 1(22) of the Law 5/2014). (Herdiansyah, Brotosusilo, Agustina, & Berkademi, 2018) stated that the non-discriminative position appointment works as the best practice of objectiveness and selectiveness towards healthy competitiveness and true professionalism among the civil servants in providing services to their local citizens.

Education and Training and Further Studies Programs

Education and Training Program

Education and training program is an investment for individuals. This program becomes a medium for capacity building of local state apparatus. The individual capacity building as the main asset for running the local government at the original area and at the autonomous, newly proliferated area at the early state of proliferation took the form of out-of-class style. The out-of-class education and training (learning at workplace) West Pasaman Regency applied was an “on the job training” method. The staff trained and educated internally by their peers with higher qualifications and more knowledge (Miles & Snow, 1984). The out-of-class education and training activities in West Pasaman Regency took place in an outdoor setting, at workplace, and distance learning as required by Government Decree 101/2000, in particular article 21(3).

The out of class education and training is useful for the staff to obtain knowledge and skill under the supervision of either superiors or more colleagues that are experienced. This method can motivate the staff to learn by doing. The out-of-class education and training programs were provided in an on the job training system by coaching (person-to-person) and monitoring (under the supervision of skilled guides and advisors). These efforts aimed at helping the staff individual development. This was pursuant to the Presidential Regulation 59/2012, article 7(1).

The out-of-class education develops creativity and intelligence as well as identifies personalities of the trainees (Zhang, Wang, Xi, Yang, & Li, 2018). The out-of-class education stimulates individuals to optimize their autonomy in creative thinking (Lai, Yeung, & Hu, 2016; *Teach. Res. Auton. Lang. Learn.*, 2014). (Hamri, Putri, Siregar, & Bratakusumah, 2017) added that out-of-class education and training implemented in on-job-training setting. By such method, the staffs use their time in the office to plan and to manage changes under the guidance of superiors and colleagues (Hartini, Ariana, Dewi, & Kurniawan, 2017). The out-of-class education and training programs are important for individuals as they offer solutions according to the individuals’ duties and responsibilities, their effectiveness and

efficiency, their ethics, communication, co-operation at work.

Education and training as an investment can be useful for individuals, organization, and staff management. Education and training is useful for (1) organization as the higher improvement in knowledge achieved. This better knowledge will enhance productivity, motivation, and responsibility of the individuals; (2) individual as the individual will get improvement in thinking and behaving, making decision and solving problems; and (3) staff management as it help create a good communication between individuals, groups and organizations. The staff management will get better so that rights and responsibilities of each individual is fairly facilitated and accommodated (Phillips & Tessin, 2001).

At the early stage of proliferation, the Regency Government of Pasaman Barat sent the staff as trainees to the Center for Education and Training of West Sumatera Province, so that it had to comply with the provincial education and training schedule. On the other hand, West Pasaman was in need of acceleration in providing education and training for the staff. Therefore, Pasaman Barat Regent issued a policy in 2011 on the establishment of Technical Performing Unit (UPT). In addition to acceleration, the establishment of the UPT aimed at budget efficiency and developing curriculum based on skill and expertise needs of the staff in their daily duties. Following up the UPT establishment, the UPT needs networks to improve its quality and qualification. It could obtain by having co-operation with fellow education and training centers from other regions and private-owned education and training providers. The purpose of such education and training program networks is to improve the quality and compliance between the program and market demand and to improve service quality for innovation-based program development.

The authority of developing curriculum for Substantive Technical and Vocational Functional Education and Training programs was in the hands of each Local Performing Work Unit (SKPD) by considering progress and change in duties and functions. This curriculum complied with duty and responsibility competency and other competencies needed for technical and vocational works as part of the responsibilities of the civil servants. The

curriculum also contained local contents, which has positive values, such as egalitarianism, transparency, responsiveness, wisdom, openness to criticism, and politeness. The curriculum development of substantive technical and vocational functional education and training in Pasaman and West Pasaman Regencies implemented by SKPD under the coordination of the Head of Local Apparatus Agency of Pasaman and West Pasaman Regencies, academics from Andalas University, State University of Padang, Bung Hatta University, and local leaders. The curriculum focused on knowledge and technical skill mastery directly related to the main responsibility of each government unit and institution and developed pursuant to the Letter of Decree of the Head of State Apparatus Agency 8/2003, article 12(1) and 12(3).

In addition to the parties involved in the curriculum development, graduates of the education in addition, training program can also be the key players that can be involved in the curriculum development. Such graduate involvement contributes to potential deficiencies found during the previous education and training program and such involvement is useful for solving problems related to work, creating autonomous learning process with group orientation, and strengthening the focus on discussion rather than instruction.

The education and training programs were found by BKD and each SKPD. The BKD allocated 10% of the total budget in each financial year. Whereas, the budget provided by BKD fluctuated according to the necessity. As the Head of BKD that reported in an interview on 10 February 2016. In terms of budget allocation, education and training programs considered as investment, instead of merely spending. As an investment, they contribute benefits to individuals, organizations, and staff apparatus body.

The success of the individual capacity building through education and training programs in the newly proliferated West Pasaman Regency must be measurable. The measuring instrument is post-training evaluation. The post-training evaluation is an objective instrument to measure the education and training program of achievement level. Furthermore, it can be useful for finding out the training graduates' empowerment and competency in applying the training materials, synergy between training

materials and work needs, and even the quality of either trainers or training facilities.

Further Studies Program

The individual capacity building in West Pasaman Regency also provided in the form of further study opportunities pursuant to Presidential Decree 59/2012, article 7(2), which regulates formal education. West Pasaman Regency provided two categories of further study program, i.e. study permit and scholarship program. The civil servants who attended a study permit not granted scholarship, but only semester-based tuition fee. Whereas, those who attended scholarship program received a scholarship from the regency government through a cost sharing with either the National Development Plan Agency (*Bappenas*), the Ministry of Communication and Information (*Kemenkominfo*), or the Ministry of Transportation (*Kemenhub*). The regency had a Memorandum of Understanding (MoU) to enable the civil servants to attend the further study programs. Therefore, the staff had to attend the higher education institutions, which had the MoU. The study programs attended by both learning task or study permit staff had to be relevant to their duties and responsibilities at work. Those attending this program had to fulfill all requirements from the Local Apparatus Agency (*Badan Kepegawaian Daerah*, or BKD) under the evaluation of Center for Title and Position (*Badan Pertimbangan Jabatan dan Kepangkatan*, or Baperjakat). Formal education (learning task; study permit) is a competency development of the civil servants based on competency (competency standards and position requirement owned by the staff). Learning task program is a part of reward to performance and dedication. Both learning task program and study permit were planned as part of the individual career development. Degrees and study programs were provided according to the needs of the organization and by qualified education institutions (B-accredited by authorize institution). The further plan for the further studies requires age limitation for the sake of investment utility value. This regulation comprises rights and responsibilities of either the receivers or the providers of the scholarship. In a broader meaning, education may function as a means for preventing marginalized individuals in developing their critical and organizational capacities as well as contributing to transformation of the local people they

encountered. Individual capacity building by further studies according to the needs at work place can help the civil servants perform their jobs.

Strong enthusiasm of the staff in building their individual capacity through further education should motivate the Regency Government of West Pasaman to issue a policy, which opens more opportunities to the staff to fulfill the further education at doctoral level. The implementation of such policy is by extending networks with ministries and other government bodies providing the further education programs at the doctoral. The funding of such program is by cost-sharing method.

The policy made on individual capacity building in the form of further education is in line with local tradition. In Minang tradition there is a saying “*Panakiak pisau sirawuik, ambiak galah batang lintabuang, silodang ambiak ka niru, nan satitiak jadikan lawuik, nan sakapa jadikan gunuang, alam takambang jadi guru*”. This saying means that local people of Minangkabau must work hard to investigate, read, and learn requirements, terms, and conditions in nature and absorb them as a knowledge used for regulating community life. Therefore, what happens in the nature exploited for learning? In other words, *alam takambang* becomes the teaching that sets the foundation of the Minangkabau cultural principles.

CONCLUSION

The conclusion remarks for the study on the individual capacity building of the newly proliferated Regency Government of West Pasaman are as follows:

- At the early stage of proliferation the structural posts were fulfilled by cultural approach according to three majority ethnics and *Anak Nagari* Representatives as a manifestation of sense of belonging of the new regency, while leadership competency remained the leading aspect;
- Staff individual capacity building is provided by education and training program and further education program;
- At early stage of proliferation the regency provided out-of-class education and training;
- During the period 2005-2011 the trainees were sent to the Center for Education and Training of West Sumatera Province;

- In 2011 the regency established its own Technical Performing Unit (UPT) so that by 2012 the West Pasaman Regency had been able to provide its own education and training program;
- Curriculum for substantive and functional technical education and training was developed by each SKPD by involving academics, local leaders, and stakeholders;
- Each SKPD allocated 10% of the total annual budget for supporting the education and training program;
- Further education took place by learning task and study permit;
- Learning task staff were granted full scholarship and released from their job routine;
- Study permit staff were granted semester tuition but not released from their job routine;
- The study terms for diploma (D3), undergraduate (S1), and master (S2) degrees were limited to, respectively, eight, ten, and six semesters;
- Each staff who attended further education had to attend the higher education institutions, which had cooperated with the Regency Government of West Pasaman under the MoU;
- The study programs attended had to comply with the staff's duties and responsibilities at work;
- Individual capacity building by education and training and further education complied with local cultural values of Minangkabau, which prioritises education as the leading factor for human development.

RECOMMENDATION

In order to improve the individual capacity building by education and training program and further study program in West Pasaman Regency this study recommends as follows.

Networks between Technical Performing Unit (UPT) of Education and Training with fellow units from different regions and education and training providers from private sector, which have quality and qualification at the national level;

Networks with ministries and other government bodies, which provide cost-sharing program for further education at doctoral (S3) degree;

Education and training graduates' involvement in education and training curriculum development;

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