

STRATEGY OF THE TEBO REGENCY PERSONNEL AND HUMAN RESOURCES DEVELOPMENT AGENCY IN THE IMPLEMENTATION OF EDUCATION AND TRAINING FOR CIVIL SERVANT POSITIONS

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Abstract

This study aims to examine how the BKPSDM strategy provides basic training for CPNS who have passed several exams, enabling them to become effective civil servants in terms of morality and material well-being. The BKPSDM of Tebo Regency has initiated many good civil servants across its agencies from 1999 to 2022, and the BKPSDM has worked well. The implementation of the Training and Education for CPNS has been delayed for a long time, and the procedure for its implementation changes almost every year. Researchers conduct research on the implementation of the Class of 2019 to 2022. However, the BKPSDM of Tebo Regency has not carried out Education and Training independently using the blended Learning System. The independent implementation in question is the existence of a new system comprising a classical system and blended learning, as stated in PP LAN No. 01 of 2021, which was created during the COVID-19 outbreak in 2019. The method used in this study is a descriptive, qualitative approach. The data collection techniques used are primary data collection through interviews and field observations, and secondary data collection through documentation and literature review. Determination of research interview informants is to take directly to informants who have been determined by direct researchers and based on the results of interviews and analysis using the SWOT Strategy, researchers found several constraining factors that have so far occurred such as the absence of adequate and accredited infrastructure, inadequate funds, resources the power of the apparatus is still very minimal and the internet network in Tebo Regency.

Keywords: Strategy, PNS (Civil Servant), Diklatsar (Training), CPNS (Candidates of Civil Servant).

Abstrak

Penelitian ini bertujuan untuk mengetahui bagaimana strategi BKPSDM Dalam Merealisasikan pelatihan dasar untuk para CPNS yang telah melewati beberapa ujian sehingga nantinya bisa menjai PNS yang baik dari segi akhlaq maupun dari materinya. BKPSDM Kabupaten Tebo sudah banyak mencetuskan PNS yang baik dari setiap Instansinya dari tahun 1999 hingga 2022 saat ini dan BKPSDM telah bekerja dengan baik. Pelaksanaan Diklatsar untuk para CPNS ini pun juga telah banyak dilewati dan hampir setiap tahunnya berbeda tata cara pelaksanaanya, peneliti meneliti pelaksanaan Angkatan Tahun 2019 hingga 2022. Namun permasalahan ini BKPSDM Kabupaten Tebo belum melaksanakan Diklatsar Secara Mandiri dengan menggunakan Sistem Blendeed Learning. Pelaksanaan mandiri yang dimaksud ialah Adanya sistem baru yang berbentuk sistem klasikal dan blended learning seperti yang tertera pada PP LAN No 01 Tahun 2021 yang mana sistem ini dibuat ketika sedang terjadi wabah Virus covid pada tahun 2019. Metode yang digunakan pada penelitian ini adalah metode deskriptif dengan pendekatan kualitatif. Teknik pengumpulan data dengan pengumpulan data primer berupa wawancara dan observasi di lapangan, dan pengumpulan data sekunder berupa dokumentasi dan studi kepustakaan. Penentuan informan

wawancara peneliti disini ialah mengambil langsung kepada informan yang telah ditentukan oleh peneliti langsung dan berdasarkan hasil wawancara dan analisa menggunakan Straregi SWOT, peneliti menemukan beberapa faktor kendala yang sampai saat ini terjadi yaitu tidak adanya prasarana yang memadai dan terakreditasi, dana yang tidak memadai, sumber daya aparatur masih sangat minim dan jaringan internet di Kabupaten Tebo.

Kata Kunci: Strategi, PNS, Diklatsar, CPNS.

Introduction

The Civil Servant (PNS) profession is still considered a prestigious and stable career choice by many Indonesians, because, in addition to their status as public servants, civil servants are also seen as pillars of professional governance. However, a significant challenge is the need for competency development through education and tiered training so that ASN can adapt to the demands of modern public services.

One of the crucial forms of training is Basic Training (Diklatsar) for Civil Servant Candidates (CPNS), which is a prerequisite for the entire appointment and aims to develop the character, integrity, and technical and ethical competence of the apparatus. The training is expected not only to produce civil servants who meet regulatory standards but also to enable them to adapt to policy and technological changes (Apandi, 2020). The principles of trust and public service are also the moral foundation for ASN, as well as the values reflected in the Law and religious norms.

The implementation of this training is primarily the task of the Personnel and Human Resources Development Agency (BKPSDM) at the regional level. However, many BKPSDMs in various regions still face obstacles, including limited accreditation facilities, a lack of certified teaching staff, and budget support that is not optimal. Research from Sleman, for example, shows that the ASN capacity building strategy is highly dependent on the provision of clear facilities and SOPs in public services (Handayani, 2023). A study on the implementation of blended learning in LAN also shows that this model is efficacious in improving ASN competence when supported by adequate digital infrastructure and readiness (Mariesta et al., 2024a). After the COVID-19 pandemic, the readiness of infrastructure for hybrid/blended learning is a crucial factor to ensure training can continue amid physical or geographical disruptions (Gayatri, 2025).

Within the framework of public strategic management theory, the strategies developed must be able to adapt to the internal and external environment. Mulgan calls public strategy a mechanism for effectively mobilizing public resources toward the common good, while Grant emphasizes the balance between long-term goals and organizational conditions (Mulgan, 2008)(Grant, 2016). SWOT analysis is an appropriate conceptual tool for identifying the organization's internal strengths and weaknesses, as well as opportunities and threats in the external environment. Therefore, this study will use the approach of these theories, combined with the latest findings regarding the implementation of blended learning and the institutional capacity of ASN in the regions, to understand why the Tebo Regency BKPSDM has not been able to conduct training independently, as well as what strategies need to be developed

so that the independent training can be realized according to national policies and local conditions.

Method

This research uses a descriptive, qualitative approach because it aims to understand in depth the strategies implemented by the Tebo Regency Personnel and Human Resources Development Agency (BKPSDM) in the education and training of Civil Servants (PNS). The qualitative approach allows researchers to interpret the meaning of phenomena based on participants' direct experiences and social contexts (Creswell & Poth, 2018). As explained by Patton (Patton, 2014). Qualitative research focuses on an in-depth understanding of processes and meanings, not just measuring outcomes. This approach was also chosen because it can depict reality comprehensively and naturally (Moleong, 2019), especially related to the institutional strategy of local governments in implementing the human resource development policy of the apparatus.

This research was carried out at the BKPSDM of Tebo Regency, Jambi Province, which was purposively selected because it is an institution with direct authority in personnel management and apparatus competency development at the regional level. The research data consists of primary and secondary data. Primary data were obtained through in-depth interviews with key informants, including the Head of BKPSDM, officials in the field of human resource development, and participants in the Basic Training (Diklatsar) for the 2019–2022 period. Meanwhile, secondary data was obtained from official documents such as the Strategic Plan (Renstra) of the Tebo Regency BKPSDM 2019–2022, reports of training activities, and relevant regulations, including Government Regulation Number 101 of 2000, Permendagri Number 5 of 2017, and Regulation of State Administration Institutions Number 1 of 2021. Data collection techniques are carried out through interviews, observations, and documentation (Scott, 2018) Guest et al., 2017).

Data analysis was carried out using the Miles and Huberman model, which includes the stages of data collection, data reduction, data presentation, and conclusion drawing (Miles & Huberman A.M, 2018). The analysis was carried out concurrently with data collection to maintain consistency between field findings and conceptual interpretation. Furthermore, the data are thematically coded with reference to Braun and Clarke's and Saldaña's thematic analysis guidelines to ensure consistency in the identification of patterns and themes (Braun & Clarke, 2021). The validity and credibility of the analysis results are maintained through the application of the trustworthiness criteria as suggested by Nowell, Norris, White, and Moules (Nowell et al., 2017), including credibility, dependability, transferability, and confirmability. In addition, this study uses a SWOT analysis to identify internal and external factors that affect BKPSDM's strategy for implementing ASN training (Rangkuti, 2016). This combinatorial approach provides a comprehensive overview of the strengths, weaknesses, opportunities, and threats faced by institutions in realizing effective, adaptive, and sustainable apparatus training.

Result and Discussion

The implementation of education and position training is one of the fundamental elements in the capacity development of state civil servants (ASN). For local governments, training is not just an administrative activity but an instrument for developing competence, professional attitudes, and loyalty to public service.

In the context of Tebo Regency, the responsibility for implementing ASN training lies with the Personnel and Human Resources Development Agency (BKPSDM). This institution has a mandate to provide education and training for positions, including Basic Training for Civil Servant Candidates (Diklatsar CPNS), which is a prerequisite for appointment as a full civil servant.

However, the study's results show that, until 2022, the Tebo Regency BKPSDM had not been able to conduct training independently. All training activities are still dependent on the Jambi Province Human Resources Development Agency (BPSDM). This is due to a number of institutional obstacles, both structural and technical, ranging from limited training facilities and a lack of teaching staff to inadequate budget support.

This condition indicates a gap between the institutional mandate and operational capacity. According to Mulgan, public strategies are intended to serve as adaptive mechanisms that enable government agencies to manage limited resources effectively to achieve public goals (Mulgan, 2008). This means that limitations are not a barrier but rather a challenge for BKPSDM to formulate a strategy to strengthen institutional capacity systematically.

Actual Conditions of the Implementation of Education and Training in Tebo Regency

The implementation of Basic Training (Diklatsar) for Civil Servant Candidates (CPNS) in Tebo Regency in the 2019-2022 period is still being carried out in collaboration with the Jambi Province Human Resources Development Agency (BPSDM). This is because the Tebo Regency Personnel and Human Resources Development Agency (BKPSDM) has not met the standards for state civil servant training providers in accordance with the provisions of the Regulation of the State Administration Institution (LAN) of the Republic of Indonesia Number 1 of 2021 concerning CPNS Basic Training, which requires institutional accreditation of training and the feasibility of infrastructure facilities (LAN RI, 2021).

Limited infrastructure facilities are the main obstacle to the Tebo Regency BKPSDM's ability to organize training independently. This institution does not have adequate training facilities, such as participant dormitories, standardized classrooms, training administration rooms, audio-visual facilities, and ceremonial fields as part of the needs of the training curriculum based on ANEKA values (Accountability, Nationalism, Public Ethics, Quality Commitment, and Anti-Corruption) (Mariesta et al., 2024a). These requirements are national standards for implementing ASN training, as stipulated by LAN in its accreditation mechanism for government training institutions (LAN RI, 2021).

In addition, funding is a significant challenge. Since the COVID-19 pandemic in 2020, regional budgets have been refocused, leading to ASN competency development programs not becoming a priority in many regions (Mujahidin & Kusuma, 2025). This condition also occurs in Tebo Regency, which allocates most of the Regional Revenue and Expenditure Budget (APBD) to health care and economic recovery. A similar situation was reported in the Jambi Province BPSDM Strategic Plan (2022), which noted that several districts, including Batanghari, Sarolangun, and Tebo, experienced delays in implementing the Diklatsar due to limited CPNS training budget allocations.

In addition to financial factors, the Tebo Regency BKPSDM also lacks certified widyaiswara personnel. In accordance with Government Regulation Number 101 of 2000 concerning Education and Training for Civil Servant Positions, a widyaiswara is a professional element that must be present in the implementation of ASN training, serving as a functional official tasked with educating, training, and developing ASN competencies. The vacancy of widyaiswara personnel causes the Tebo Regency BKPSDM to have to rely on instructors from BPSDM Jambi Province or other training institutions through inter-agency cooperation (*Government Regulation No. 101 of 2000*, n.d.); (LAN RI, 2021). This situation shows that institutional capacity building is not optimal, as explained by O'toole & Meier, that organizational capacity is determined by the internal ability to mobilize competent human resources to support the sustainability of organizational functions (O'Toole & Meier, 2011). Handayani also emphasized that the limited number of ASN trainers is a common problem in the regions due to the lack of government investment in the development of human resources for regional apparatus (Handayani, 2023).

The relatively small number of trainees also affects the efficiency of implementing the Diklatsar. Based on personnel data, the total number of participants in the Tebo Regency CPNS Training during the 2019–2022 period was 334, with an average of only 70–90 participants per year (BKPSDM Tebo Regency, 2022). Compared with other districts, such as Muaro Jambi and Tanjung Jabung Timur, which have more than 150 Diklatsar participants each year, this number is relatively small. It can lead to inefficient training costs if carried out independently. This is according to the findings of Rahayu et al., who state that the small scale of trainees results in higher costs per participant and burdens the APBD, as the efficiency of training costs is greatly influenced by the number of training targets in a single batch (Rahayu et al., 2022).

In addition to internal constraints, the Tebo Regency BKPSDM faces external challenges related to the technology infrastructure supporting apparatus training. The implementation of the blended learning-based CPNS Basic Training policy as mandated in LAN Regulation Number 1 of 2021 has not been carried out optimally due to limited internet access, especially in suburban sub-districts such as Sumay, VII Koto, and Serai Serumpun. This obstacle slows down the adaptation of ASN training transformation to digital as directed by LAN RI (2021) and a study by Mariesta, Astuti & Handayani, which emphasizes that the success of blended learning is highly dependent on the readiness of ASN's technological infrastructure and digital literacy (Handayani, 2023; Mariesta et al., 2024).

Strategic Analysis of the Implementation of Education and Training

The implementation of the apparatus capacity development strategy at the Tebo Regency BKPSDM still faces several structural and operational limitations. Institutionally, BKPSDM has a strong basis of authority as a regional apparatus responsible for the management of ASN, as stipulated in the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 5 of 2017 concerning Guidelines for the Nomenclature of Regional Apparatus. However,

the institution's technical capacity remains weak, especially in independently implementing CPNS Basic Training (Latsar). This is evident in BKPSDM's reliance on the Jambi Province BPSDM in the implementation of training (BKPSDM Tebo Regency, 2022).

The limited training facilities and human resources are the primary internal weaknesses of the Tebo Regency BKPSDM. This condition aligns with findings indicating that most local government training institutions lack facilities that meet ASN training standards and have insufficient competent widyaiswara personnel (Amrullah et al., 2016). Rahayu et al.'s research in the *Bina Praja Journal* also emphasized that the low quality of ASN training in local governments is caused by a lack of investment in institutional capacity development (Rahayu et al., 2022).

Despite these obstacles, the Tebo Regency BKPSDM has strategic opportunities to develop during the implementation of ASN training. The Policy of the State Administration Institution (LAN) of the Republic of Indonesia Number 1 of 2021, which introduces blended learning in ASN training, provides regions with opportunities to organize more flexible training by utilizing learning technology. In addition, the pattern of collaboration among institutions, such as BPSDM Jambi Province, universities, and private training institutions, is a strategy aligned with the governance network approach in the implementation of public services (Agranoff, 2006; Mulgan, 2008).

On the threat side, the dynamics of changes in central government regulations affecting ASN competency development policies remain a serious challenge for local governments. ASN training policies continue to evolve, ranging from classical training to blended learning, as regulated by LAN RI Regulation Number 1 of 2021. Rapid regulatory changes are often not accompanied by regional institutional readiness, especially in digitizing the training system (LAN RI, 2021). In addition, limitations in technology infrastructure and internet networks across several regions hinder the equitable distribution of the quality of ASN training (BKN, 2022).

Another threat faced by the Tebo Regency BKPSDM is capacity inequality between regions. R (Rahayu et al., 2022) shows that regions with strong fiscal support and complete training infrastructure tend to obtain accreditation as ASN training providers more quickly. This puts areas such as Tebo Regency at a less competitive disadvantage in improving the quality of apparatus compared to other, more developed regions, such as Jambi City and Muaro Jambi Regency. According to Grant, this capacity gap can be minimized through adaptive strategies that emphasize cross-institutional collaboration and the use of available local resources (Grant, 2021). This aligns with the partnership-based public strategy approach, which encourages synergy between central and regional governments in developing ASN competencies (Mulgan, 2008).

Tebo Regency BKPSDM Institutional Strengthening Strategy

In the face of these limitations, the Tebo Regency BKPSDM has formulated a gradual institutional development strategy. The short-term strategy focuses on maintaining the continuity of Diklatsar implementation through cooperation with BPSDM Jambi Province. This partnership strategy is a rational choice for public organizations with limited resources, as Agranoff emphasized that collaboration between institutions is a practical approach to increasing the capacity of public services amid internal organizational limitations (Agranoff,

2006). This step is also in line with LAN RI Regulation No. 1 of 2021, which opens the door to the implementation of ASN training through a cooperation mechanism among government agencies (LAN RI, 2021).

In addition, BKPSDM strengthens internal coordination across fields to improve managerial efficiency and encourage greater allocation of the training budget in the next APBD. This approach aligns with the principles of public organization strategy, as outlined by Bryson, which emphasize the importance of internal organizational synchronization to respond to external demands adaptively (Bryson, 2018). This effort is also strengthened by regulations that require local governments to allocate at least 0.16% of total regional expenditure to ASN competency development each year (BKN, 2022).

In the medium term, the strategy focuses on developing training facilities and infrastructure in accordance with the accreditation standards of the State Administration Institution (LAN). BKPSDM seeks to prepare facilities such as training halls, study rooms, and participant dormitories, which are the minimum requirements for ASN training institutions as stipulated in the Accreditation Guidelines for Government Training Institutions (LAN RI, 2020). This institution has also begun identifying prospective employees with the potential to become Widyaiswara through the Training of Trainers (ToT) program in collaboration with BPSDM Jambi Province. This strategy is essential because Handayani's research shows that the presence of internal Widyaiswara is a key factor in the successful implementation of ASN training at the regional level (Handayani, 2023).

Meanwhile, the long-term strategy is to establish an independent, nationally accredited training institution. BKPSDM Tebo Regency targets the implementation of a blended learning-based training system that combines face-to-face and online, following the transformation of apparatus training as mandated by LAN (2021). In addition, this institution plans to develop a digital platform for regional ASN training, in line with the direction of the ASN human resource transformation policy outlined in the Bureaucratic Reform Roadmap 2020–2024 (KemenPAN-RB, 2020). This long-term strategy reflects the implementation of public strategic management oriented towards strengthening regional institutional competitiveness (Grant, 2021; Mulgan, 2008).

These strategies demonstrate that the Tebo Regency BKPSDM has begun to implement the principles of public-sector strategic management, namely the effective and adaptive use of organizational resources to achieve government goals (Bryson, 2018). Strategic planning prepared in short-, medium-, and long-term frameworks outlines the direction of organizational policies aligned with the goals of ASN development and regional development. This is consistent with Grant's thinking that organizational strategy must connect internal capabilities with external demands on an ongoing basis through efficient resource management (Grant, 2021).

This approach also supports the concept of strategic alignment, which is the alignment between organizational goals, public policies, and implementation capabilities (Henderson & Venkatraman, 1993). In the context of regional institutions, this alignment is essential so that the ASN competency development strategy does not stop at the planning stage but can be operationalized in line with organizational capacity and government policy dynamics (Pollitt & Bouckaert, 2004).

Comparison and Empirical Reflection

Compared with other regions in Jambi Province, the Tebo Regency BKPSDM's implementation of CPNS Basic Training (Latsar) is still in the transition stage towards institutional independence. Based on the accreditation data of ASN training providers published by LAN RI in 2022, Muaro Jambi Regency has been accredited as a category B training institution and has been organizing blended learning-based independent training since 2022 through institutional collaboration with the University of Jambi (LAN RI, 2022; BPSDM Jambi Province, 2022). This success is supported by the regent's policy support and regional budget allocation for the construction of training facilities through Personnel Capital Expenditure during the 2020–2022 period (Muaro Jambi Regency Government, 2022).

Meanwhile, Batanghari Regency is still at the same stage as Tebo Regency, which does not have accreditation of a training institution from LAN and still relies on BPSDM Jambi Province as the implementing partner of Latsar CPNS (BPSDM Jambi Province, 2022). However, Batanghari has first established a work unit for the ASN Competency Development Sub-Coordinator, tasked with initiating the implementation of digital training for e-learning-based ASN since 2021 as part of the implementation of SPBE (Electronic-Based Government System) (Batanghari Regency Government, 2022).

This comparison shows that the key to the successful implementation of the CPNS Latsar independently does not depend solely on the strength of the APBD, but also on the commitment of regional leaders, support from regional regulations, and BKPSDM's ability to build institutional networks. This aligns with Mulgan's view that innovation in the public sector is not always influenced by the availability of significant resources, but is primarily determined by government organizations' ability to build cross-institutional collaboration and conduct organizational learning (Mulgan, 2008).

Thus, the policy direction and strategy of the Tebo Regency BKPSDM can be said to have moved on the right track. Although the implementation is not perfect, the gradual approach applied demonstrates institutional awareness of the need to increase the apparatus's capacity and professionalism. This strategy aligns with the spirit of national bureaucratic reform, which emphasizes competency-based and performance-based government effectiveness.

Conclusion

This research shows that the implementation of the Basic Training for Civil Servant Candidates (Diklatsar CPNS) by the Tebo Regency BKPSDM still faces various structural, technical, and resource constraints. Until 2022, the implementation of Diklatsar could not be carried out independently due to limited training facilities, a lack of certified widyaiswara personnel, and limited budget support. In addition, digital infrastructure obstacles and geographical conditions also affect the implementation of the blended learning system set by the State Administration Institution (LAN).

Nevertheless, the Tebo Regency BKPSDM shows a strong commitment to continuing CPNS training through collaboration with the Jambi Province BPSDM. Based on the analysis, the strategy to strengthen the BKPSDM institution is divided into three stages. The short-term strategy focuses on optimizing training implementation through collaboration with provincial

agencies. The medium-term strategy focuses on developing training facilities and infrastructure, increasing human resource capacity, and procuring internal teaching staff through the Training of Trainers (ToT) program. Meanwhile, the long-term strategy is oriented towards implementing independent training based on blended learning and submitting institutional accreditation to LAN.

These phased efforts reflect the application of public strategic management principles that emphasize resource efficiency, cross-agency collaboration, and policy innovation. Through this adaptive strategy, the Tebo Regency BKPSDM is expected to increase institutional capacity, develop a sustainable digital training system, and strengthen the professionalism of ASN at the regional level. Thus, the transformation of the Tebo Regency BKPSDM into an independent training institution is not only an administrative need but also a strategic step toward effective, responsive, and integrity-based local governance.

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