

Strengthening Institutional and Capacity Building in the Kepulauan Riau Provincial Government

Firman Firman¹, Chaareyanba Sholeh²
{firman@umrah.ac.id¹, reyanba@umrah.ac.id²}

Department of Public Administration Sciences, Universitas Maritim Raja Ali Haji,
Indonesia^{1,2}

Abstract. The purpose of this study is to find out the inhibiting factors for local governments in conducting coaching and developing strategies to increase regional institutional capacity. This study uses a descriptive research method with a qualitative approach. The results of this study are in improving the quality of officials in each government department by increasing the required institutional capacity in the form of implementation evaluation, through evaluation, performance appraisal, employee training, and programs to increase the institutional capacity of Regional Officials in the Kepulauan Riau Province. Recommendations from this study are training efforts that can improve the competence of civil servants and as strong leverage in improving performance and transforming government organizations into developed work models, culture, and value strategies.

Keywords: institutional capacity, strategy amplifying, bureaucracy

1 Introduction

With the Decree of Act number 23 on the Local Government in 2014 instead of Law Number 32 in 2004, the duty of the law makes it compulsory for all regional government leaders to prepare the design of Strategic Planning according to the essential task and serve according to the initial setup of the existing RPJMD and set out the Strategic Planning after it has adjusted to RPJMD. Therefore, each regional government must explore a strategic plan representing a description of the vision and mission to achieve a comprehensive national/area goal.

In the era of bureaucracy reform, one of the most important agendas of development was to create good, clean, authoritative, and professional governance capable of effective and efficient development and providing excellent public services. The same is true of action in Kepulauan Riau Province. Human resources of personnel at the cutting edge of the building wheel are highly strategic as the permanent agent of change within society. So as time grows more open and globalized, the competitor basins. Therefore, the need for an officials of competence and professionalism is far higher than in the scientist's time. Therefore, the aching training institute as one of the catalysts in developing sophisticated resource personnel will be a highly strategic move to form SDM by the competence of the individual and organization.

As a component of bureaucracy, the human development agency, or Kepulauan Riau Province, should be obliged to support the national development plan according to its roles and responsibilities. One is to focus on improving the quality and capacity of integrated training

systems and independence and becoming an excellent center for knowledge development or a great center of knowledge in competence development. Therefore, human resources will be created in the Kepulauan Riau Province by embodying the Kepulauan Riau Province of independence as a learning organization. Thus, BKPSDM of the Kepulauan Riau Province will be able to become leverage as the most potent way to materialize the bodies of competent and professional civil servants in the province of the Kepulauan Riau Province towards a high-quality and world-class bureaucracy.

The study aims to determine what factors are a deterrent to the government of the Kepulauan Riau Province in doing tooling and how the provincial governments of Kepulauan Riau Province should strategy to strengthen the institutional capacity of Kepulauan Riau Province. The study refers to previous writing that guides the completion of the study, which is the journal entitled "the strategy for storing resources for personnel to improve the performance of employees in the management of the region. This study leads to some of the issues of competence and professionalism still very little to support vision and mission in the field of personnel so that it will analyze the execution of the Strategic Planning BKD District of 2015-2017. Hearing differences, research the authors do is that the authors discuss the corresponding performance of the device in the area in the Kepulauan Riau province, so it can formulate a strategy and program to improve and exploit the institutional capacity of regional devices in the Kepulauan Riau province.

2 Research Method

This study uses a descriptive method with a qualitative approach. The focus of this research problem is the development of institutional capacity at the Regional Personnel Board of the Kepulauan Riau Province which includes a) a preparation phase consisting of indicators Identifying capacity development needs, determining goals, assigning responsibilities, designing capacity building processes, allocating resources, b) analysis phase which consists of indicators of identification of problems in terms of activities, analysis of the process of organizational analysis in activities, mapping gaps in activity capacity, summarizing capacity development needs, c) planning phase consisting of annual planning indicators, medium-term plans, priority scale, d) implementation phase which consists of programming indicators, capacity development project planning, selection of capacity development service providers, project implementation, process monitoring, and e) evaluation phase which consists of impact evaluation indicators, and (f) capacity development planning. The research location is in the Kepulauan Riau Province and the research locus is in the Regional Personnel Agency of the Kepulauan Riau Province. Sources of data obtained from primary and secondary data. Data was collected through interviews, observation, and documentation. Data analysis used the interactive model of analysis developed by Miles and Hubberman [1] through three stages, namely data reduction, data presentation, and verification. By using this research approach, the authors can uncover the phenomena that occur in the Kepulauan Riau and provide advice on institutional strengthening and capacity building for the state civil officials in the Kepulauan Riau Province.

3 Literature Review

3.1 Capacity Development

Development is a process of doing something or a series of movements, multilevel changes in individuals, groups, organizations, and systems to strengthen the ability to adapt individuals and organizations to respond to existing environmental changes. [2] says that the stage or phase of the development of institutional capacity is:

1. Preparation phase. At this phase are the five steps of work:
 - a. Identify the need for capacity development.
 - b. This work step has the primary activity of recognizing real reasons and needs for developing capacity
 - c. Set goals. This work step has the main activity to put in charge of capacity-development activities, if not to form a technical team or a task force
 - d. Designing a capacity development process. This action has the critical activity of determining mapping methodology according to the problems presented and scheduling activities on the subsequent mapping and formulating process capacity-development plans.
 - e. Its main activity is to identify the funding of the development process and allocate resources by creating resource formulations according to the budget needed and acceptable to the authorities.
2. Analysis Phase. At this phase are the five steps of work:
 - a. Identifying the problem in this regard would involve thoroughly examining the issue for further investigation.
 - b. The study of the process, in this case, consists primarily of connecting the points for capacity-mapping with systems, organizations, and performance processes
 - c. Analysis of the organization, in this case mainly involves selecting an organization to be scrutinized (organizational mapping).
 - d. In this case, mapping the gap in capacity is primarily to map the gap between outstanding accomplishment and reality.
 - e. In this case, concluding the urgent capacity-development needs is the critical activity of completing the findings and gathering proposals for the capacity development plan.
3. The planning phase. At this phase, there are three steps to work:
 - a. In annual planning, the main activity is formulating a draft of capacity-development plans.
 - b. Create a middle-term plan; its primary activities are consultative meetings.
 - c. Sets the priority scale; the main activity is setting the scale of the capacity-development priority.
4. Implementation at this phase, there are five working steps:
 - a. Programming, its main ingredient is the allocation of current resources.
 - b. The main activity in planning capacity development projects is formulating and implementing capacity development.
 - c. In alignment with capacity-development services providers, the main activity is identifying services and outside products related to the implementation needs of capacity development.
 - d. The project's main activity is the implementation of an annual program of resource-compatible capacity, development, and available schedules.

- e. We were monitoring the process, the main activity of monitoring capacity development activities.
5. The evaluation phase. At this phase, there are two work steps:
- a. Impact evaluation, the main activity is evaluating capacity-development ventures, such as improved performance
 - b. In replanned capacity-development plans, the main activity is to analyze the locating of process monitoring and impact assessments in the context of the need for replanning capacity development.

3.2 Increased Capacity

Increased capacity reinforcement is the process of changing or growing the behavior of individuals, groups, and society as a whole to reach a well-defined and more efficient goal (Sumpeno). There is an increase in the capacity of the behavior change that is meant to:

1. Improving individual skills in knowledge, skill, and attitude:
2. Improving institutional capability in organizations and management, Authorization, and culture
3. Helping society become more self-reliant, independent, and ready for change.

The strengthening of institutional capacity is the Strengthening of individuals, organizations, and communities, the Formation of a capacity and program development model, and The creation of synergy between doers and institutions. Based on 2012 PP no.59 on the national development framework, the capacity of regional governance is already stated clearly in chapter ii of scope development. The power of local government, chapter 6 verse (1-2) as follows; the history of how institutions work as mentioned in Chapter 4, Letter B includes a more effective, efficient, rational, and proportional organizational structure, better planning after each regional government task and function unit, the cultural institution of a productive and positive organization based on the ethical values of a nation's culture, an increased budget capacity to support high-quality from the quantity of development and regional governance arrangements, and an increase in the number of people who can participate in the decision-making process.

4 Result and Discussion

Capacity building is an effort intended to develop a variety of strategies to improve the efficiency, effectiveness, and responsiveness of organizational performance. Capacity-building programs (capacity development) are designed to strengthen the ability to evaluate their policy options and exercise the ability to evaluate their policy options and be able to carry out decisions effectively. In this study, researchers will discuss the efforts needed to develop institutional capacity at the Regional Personnel Agency of the Kepulauan Riau Province, using 5 indicators according to Gandara, namely the preparation phase, the analysis phase, the planning phase, the implementation phase, and the evaluation phase.

4.1. Preparation Phase

The preparatory phase is the initial phase where preparation is needed in formulating strategies for institutional strengthening and capacity building for human resources. This phase is supported by several factors such as identification of capacity-building needs, setting goals,

assigning responsibilities, designing capacity-building processes, and allocating resources. In identifying the need for capacity development, based on Governor Regulation Number 57 of 2021 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Officials, the Regional Personnel Board and KORPRI Kepulauan Riau Province have the task of carrying out the functions of supporting government affairs in the field of staffing which are the provincial authority, one of which is related to functions in the preparation of technical policies in the Secretariat Section, Korpri Sector, procurement, and personnel information systems, transfers, ranks, and promotions, performance appraisal, discipline and awards, and officials development.

Following the mandate of the regulation, the Kepulauan Riau Province Regional Personnel Agency is required to ensure the availability of quality and accountable Anjab (Job Analysis) and ABK (Workload Analysis) documents so that the data collection process, preparation of job information, and personnel data verification can be carried out properly. . Following these demands, based on interviews conducted, the Anjab and ABK Preparation Teams were drawn up, represented by Personnel Analysts from each OPD in the Kepulauan Riau Province, according to the duties and functions of each OPD.

To achieve quality human resources, as previously explained, capacity building is very necessary. The Regional Personnel Board of the Kepulauan Riau Province in developing its institutional capacity is needed to realize effective, efficient, and professional governance to carry out its institutional duties and functions. Determination of goals is based on existing demands related to the institutional capacity development of Ministries/Agencies. The Regional Personnel Board of the Kepulauan Riau Province certainly has goals and objectives to remain an institution that can maintain its credibility, namely to create a professional State Civil Officials through improving ASN management, work ethic, and ASN discipline, as well as increasing personnel administration services.

The assignment of responsibilities is needed in this preparatory phase. In presenting quality and accountable data collection, the Organization and Administration Bureau has the task of coordinating and implementing organizational development and management, management, and functional positions in all work units within the Regional Personnel Agency of the Kepulauan Riau Province. Based on interviews with the staff of the Kepulauan Riau Province Regional Personnel Agency, designing the capacity-building process in the organization is carried out separately. The Regional Personnel Agency acts as the body that carries out the competency test. This stage, includes basic references and components of competency test implementation (competency-based assessment), competency test implementation procedures, competency test implementation, and competency test control.

Meanwhile, the Human Resources Development Agency takes care of competency development tests carried out in the form of training and technical guidance. This is done as a solution to problems related to mapping gaps in institutional capacity in the Regional Personnel Agency of the Kepulauan Riau Province. For civil servants to have the expected competencies, the process of allocating human resources starts from appointment as prospective civil servants until nearing retirement. The stages of competency development and service period of civil servants include the introduction of tasks (0-2 years), the formation of technical and managerial competencies (3-16 years), competency development (8-24 years), and service (16 years and over).

Table 1. Total Employee Needs Analysis at BKPSDM Kepulauan Riau Province
Based on the 2021 Strategic Plan

Institutions	2022	2023	2024	2025
Agency for Personnel and Human Resources Development of the Kepulauan Riau Province	18	10	4	0

Based on the Letter of the Minister of PAN-RB Number B/165/M.SM.02.03/2022 concerning Employment Status in Central Government Agencies and Regional Governments, the government has ensured that it will eliminate honorary workers starting November 28, 2023, and will determine the fate of 400,000 honorary workers, of which 120,000 are employed. Among them are educators, around 4,000 health workers, and around 2,000 extension workers. With the central government's discourse to eliminate honorary workers in the government environment, this will certainly be a challenge for the Kepulauan Riau provincial government to conduct an analysis of positions and workloads by the needs of employees in the government of the Kepulauan Riau Province.

4.2 Analysis Phase

The human resources of the officials play an important role in increasing institutional capacity. Within the scope of the Kepulauan Riau Provincial Civil Service Agency, the capacity of human resources is still low due to the lack of financial support (budget) to provide competent human resources. In addition, the allocation of data and information as guidelines has not been that open, which causes the absence of standards in competency testing (both the examiners and those who are tested). This is also caused by the occurrence of official mutations which cause a change in work orientation, thus making the function of the organization not have a strong commitment.

An analysis phase is needed so that at the time of implementation it can run well. In the process of capacity building, the things that are often faced are commitment, leadership, and regulatory changes. In the government of the Kepulauan Riau Province, there is still a lack of commitment from the servant leadership, namely not placing employees according to competence. Based on interviews with informants, the placement of employees is still based on the proximity factor so it has not adjusted to the educational background and competence of employees. Therefore, it takes a high commitment and firm leadership in regulating the formation of employees.

In addition to commitment and leadership, a system that can regulate officials resource management is needed. One system that can be used is the merit system. The merit system is one of the ideal human resource management systems if implemented properly. The merit system is related to the selection and promotion process with the main considerations being competence and performance. The ideal merit system does not recognize hereditary connections and political relations. In Indonesia itself, the merit system in the bureaucracy is contained in Law no. 5 of 2014 concerning State Civil Officials and PP No. 11 of 2017 concerning the Management of Civil Servants.

However, the implementation of the merit system needs to be supported by the Regional Head because it is recognized that this merit system is not easy to implement as a whole in local governments where the political patronage system is still very strong. Therefore, business processes that rely on information technology are needed, supporting infrastructure for improving competence, policies that are directed as much as possible to realize the merit system correctly, and assessments that are accurate, transparent, and supported by superior human resources who oversee the merit system process. must be owned by the local government.

4.3 Planning Phase

For this reason, BKD KEPRI prepares its strategy in annual, and medium-term planning, and prepares a scale of priorities. In the annual and medium term, it is stated that what is being done is to apply the principles of good government and the establishment of Governor Regulation Number 57 of 2021 which regulates the formation, duties, and functions of OPD within the Kepulauan Riau Provincial Government. Meanwhile, in the preparation of the priority scale, it is adjusted to the problem points in the environment and the performance achievements of the ASN. In addition, it is also adjusted to the Ministerial Regulation of the Republic of Indonesia PAN-RB Number 8 of 2021 concerning the Performance Management System for Civil Servants and Permendagri Number 99 of 2018 concerning the Guidance and Control of Regional Officials Arrangements as the legal basis and implementation guidelines.

4.4 Implementation Phase

The implementation phase looks at how the implementation of capacity building and human resource development for the officials is carried out. This phase is supported by several factors such as programs, capacity-building project planning, selection of capacity-building service providers, project implementation, and process monitoring. In terms of the annual term program, it has been stated in the Strategic Plan of the Regional Personnel Agency of the Kepulauan Riau Province for 2016-2021 which expects several targets to be realized, namely the realization of an effective and efficient government through improving the quality of institutional management with the application of information and communication technology that will streamline operations. government. Then, the realization of a competent and competitive HR officials through the implementation of filling positions by the required competency standards and the establishment of competency development for ASN at least 12 working days in 1 year.

In addition, implementing a good performance assessment system and being able to compete. The realization of a clean, accountable, and high-performing government through monitoring the integrity score nationally, the high percentage of IP that has implemented the integrated system well, and the large percentage of IP that has received the WBK/WBBM predicate. The realization of good and quality public services and the realization of professional and high-performing officials. For the medium term and the preparation of the priority scale, it is a description of the annual term that is adjusted to the problems and achievements of how to build a fast, high-performing, and collaborative organization.

In the project implementation phase, routine programs are needed in developing the human resource capacity of the state civil officials. In the Kepulauan Riau Provincial Government, a capacity development program has been carried out, namely PIM Education and Training. Leadership education and training or often abbreviated as Pim Training are one of the types of Education and Training needed in shaping the performance of ASN for Echelon II, III, and IV structural positions. With this Pim Training, it is hoped that government officials will have increased abilities and skills in carrying out their duties [3]. The Kepulauan Riau Provincial Government in its implementation encountered several obstacles, one of which was the availability of the Pim Training and Education training budget. but only realized by 15.90%. In 2021 the target of 36.35% and only 18% have been realized. The following table of Performance Indicator Achievements:

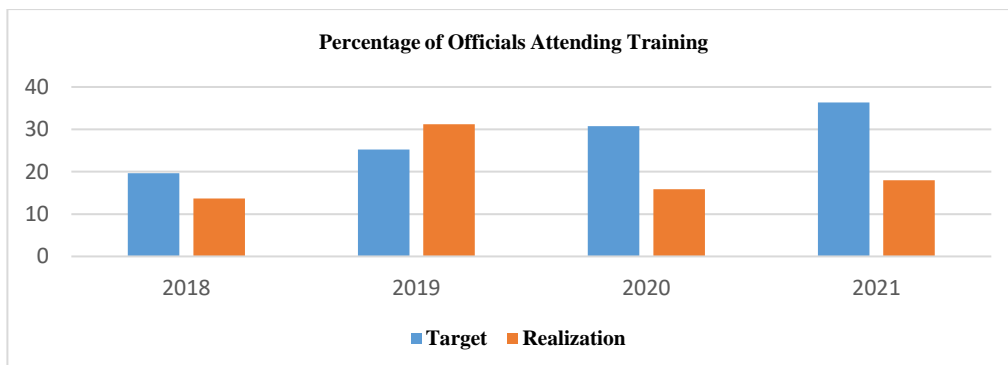


Fig. 1. Percentage of Officials Attending Training
Source: (Regional Civil Service Agency of Kepulauan Riau Province, 2021)

The data above shows that the percentage level of officials participating in the training decreased and did not reach the target. Therefore, in implementing this project in the case of developing the human resource capacity of the officials in the Kepulauan Riau Province, the government must be serious in budgeting the implementation of training for civil servants in the Kepulauan Riau Provincial Government. In the implementation of the project implementation, monitoring and evaluation was carried out with several assessments including organizational and individual performance, level of discipline, and innovation developed. Based on existing interviews, the results of this monitoring and evaluation cannot be used as a reference in determining future policy directions related to institutional capacity development at the Kepulauan Riau Province BKPSDM. This is because several steps to fulfill the monitoring and evaluation have not been maximized.

4.5 Evaluation Phase

The form of evaluation and institutional arrangement at the Regional Personnel Board of the Kepulauan Riau Province is carried out at the beginning of each year where public officials to lower ranks make performance agreements so that the increase in human resources can be seen. Not only that, regarding the merging of services, there is no such thing because, and if there is one, it is adjusted to the mandate of the applicable law. Thus, the institutional arrangement is carried out using mutation of the state civil officials (ASN). However, it is required to be effective in carrying out its main functions in the spirit of reforming government functions and in the context of realizing good regional governance. It is an important momentum that will ultimately encourage the improvement of the implementation of ASN duties and functions. The existing performance agreements, at the end of each year it is evaluated using the SAKIP system.

5 Conclusion

Efforts to develop the capacity of the regional officials in the Regional Personnel Agency of the Kepulauan Riau Province by looking at 5 indicators by [2], namely the preparation phase, analysis phase, planning phase, implementation phase, and evaluation phase need to be reviewed. Several factors hinder the development process, including the unequal allocation of

functional positions within the OPD scope, thus affecting the competence of ASN. This is because the allocation is not based on the needs of OPD, the budget is inadequate so that development activities outside of training and the like cannot be carried out frequently, and there is still a lack of awareness of ASN to improve self-quality, such as improving performance as an ASN that is innovative, reliable, and adaptive.

Therefore, a commitment from the government and the leadership of the regional head, namely the Governor of the Kepulauan Riau, is needed in overcoming the problem of officials resources. The merit system is one solution to increasing organizational capacity and a budget is needed to increase employee competence. In further research, the application of institutional capacity strengthening can be evaluated and the government's seriousness is needed in regulating the needs of civil servants in the Kepulauan Riau Province. In addition, training is an effort that can improve the competence of ASN with strong leverage in improving performance. In addition to training, efforts also need to be developed through the transformation of government organizations not only about reducing staff and procedures, but more fundamentally about the work model, organizational culture, and strategic values developed.

The transformation of government institutions plays a strategic role in increasing the country's competitiveness, in an institutional (institutional) approach, is a "flow" of public administration from administrative policies "downward" to the executive, which transforms the organization in the way it works. culture and government are the determining factors in the conditions for its success. Institutional development of bureaucratic organizations through planned and measurable transformations is needed to overcome problems that characterize the weaknesses of government organizations in general, which are deemed necessary to increase responsiveness and transparency and build systems and mechanisms.

References

- [1] Sugiyono, *Metode Penelitian Bisnis*. Bandung: Alfabeta, 2008.
- [2] Gandara Rida, *Capacity Building Dosen pada Jurusan di Perguruan Tinggi Dinas Hukum Miliki Negara*. Bandung: Alfabeta, 2008.
- [3] S. Prajudi Atmosudirdjo, *Administrasi dan Manajemen Umum*. Jakarta: Ghalia Indonesia, 2006.