

## **Development of Apparatus Resources at the General and Finance Bureau of Gorontalo State University**

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**Abstract.** This research was carried out on the Gorontalo State University campus, using a qualitative research approach. defines that qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and observed behavior. Using a qualitative approach, researchers describe the development of apparatus resources at the General and Financial Bureau of Gorontalo State University. The reason for using qualitative research methods is considered appropriate because of the suitability between the characteristics of qualitative research and the phenomena being studied. The use of this qualitative research method is directed at describing and analyzing the phenomenon of apparatus resource development at the General and Financial Bureau of Gorontalo State University. The relevance of using qualitative research methods can be understood because for each problem there are various phenomena that are specific and interrelated, including mechanisms, implementation and obstacles faced by local governments in developing apparatus resources. The results of the research can be concluded that Gorontalo State University as one of the State Universities in Gorontalo Province is not free from this problem. Gorontalo State University in improving the performance of its employees is faced with obstacles that arise, including the low level of understanding of employees' main duties and functions in supporting the implementation of their duties. To support the implementation of existing tasks, each employee must always have a good understanding of what their main duties and responsibilities are.

**Keywords:** HR development, financial HR, UNG.

### **INTRODUCTION**

Administration comes from Greek which consists of 2 (two) syllables, namely ad, which means intensive, and ministrare, which means to serve. Administration is to help and serve intensively. In a narrow sense, administration is defined as writing activities, administrative activities, or note-taking, while in a broad sense, administration is a rational cooperative process carried out by a group of people in order to achieve predetermined goals (Revida, et al., 2020 :2). Administration in the Big Indonesian Dictionary (KBBI) is a business and activity that includes determining goals and methods for administering government or organizational development; relating to the implementation of policies to achieve goals; office and administrative activities.

Furthermore, according to Siagian (2019:2), administration is also defined as a whole process of cooperation between 2 (two) or more people in order to achieve predetermined goals based on certain rationality. Meanwhile, according to Rahman (2017: 2-3), administration is the entire implementation process in every collaborative effort of a group of people to achieve certain goals.

Then Rahman (2017:10-11) also explained that the definition of administration according to experts:

1. Stephen P. Robbins (1983) administration is the entire process of activities to achieve goals efficiently with and through other people.

2. JE Walters (1959) administration is the process of planning, organizing, managing, assessing and controlling a business.
3. The Liang Gie (1993) stated that administration is the entire series of carrying out actions in every collaborative effort of a group of people to achieve certain goals.
4. Sutarto stated that administration is a process of organizing and managing all actions/activities in every collaborative effort of a group of people to achieve goals.
5. Luther Gullick stated that administration is something related to carrying out work to achieve predetermined goals.
6. John M. Pfiffner stated that administration is the organization and direction of existing resources in the form of humans or labor and materials to achieve the desired final goal.
7. William H. Newman explains that administration is the guidance, leadership and control of the activities of a group of people to achieve common goals.

Based on the description of the opinion above, it can be said that administration is all efforts and process activities to achieve certain predetermined goals carried out by a group of people, and administration can also be formulated as organizing and directing human resources, labor and materials to achieve the stated goals. has been determined.

### **Definition of Public Administration**

According to Revida, et al. (2020:3) say that public means general, state, and society or many people. Meanwhile, according to Patarai (2020:12), public itself is about people or society, owned by society, and related to, or influencing a nation, state or community.

Then in Article 1 paragraph (4) of the Government Regulation of the Republic of Indonesia Number 96 of 2012 concerning the Implementation of Law Number 25 of 2009 concerning Public Services explains that the community is all parties, both residents and citizens as individuals, groups and legal entities who located, either directly or indirectly, as a beneficiary of public services.

In accordance with the description above, it can be said that the public is all parties, whether general, nation, state, society, people, community or group.

According to Rahman (2017:17), public administration is all actions taken to implement government policies in providing services to the community.

Meanwhile, according to Revida, et al. (2020:3) say that public administration is a science and art carried out by a group of people in a public organization rationally working together to achieve public goals.

In accordance with the opinion above, it can be said that public administration is all actions or activities carried out by working together to provide services to the community to achieve public goals.

### **Public Administration Paradigm**

According to Khun (1970) in Kadir (2020: 86) says that a paradigm is a perspective, values, methods, basic principles, or way of solving a problem, which is adopted by the scientific community at a certain time. Meanwhile, according to Thomas Kuhn (1970) in Tahir (2020:3) says that a paradigm is a perspective, values, methods, basic principles, or ways of solving a scientific society at a certain time.

Paradigm in Greek is paradigm which means pattern or example. According to Revida, et al. (2020:7) states that the public administration paradigm is a model or pattern regarding the focus and locus (position) of public administration.

Several stages of the public administration paradigm explained by Revida, et al. (2020:7-12) as follows:

1. Paradigm I: Politics – Public Administration Dichotomy (1900-1926)

The pioneer of Paradigm I was Leonard D. White. The politics-public administration dichotomy

paradigm has two functions of public administration, namely politics and administration. The locus of public administration is that public administration works after politics works or formulates policies, while the focus of public administration seems to be under the auspices of politics. The extension of politics in carrying out policies that have been formulated by politics is public administration.

## 2. Paradigm II: Principles of Public Administration (1927-1937)

More emphasis is placed on the focus of public administration, namely the need to apply administrative principles such as efficiency, effectiveness, productivity, discipline, cooperation, coordination, and so on. The pioneer of Paradigm II was FW Taylor with 4 basic principles of public administration, namely the need to develop or explore management knowledge to obtain the best performance, carry out an employee selection process so that they can be responsible for their work, through employee education and development, and intimate cooperation between employees and superiors.

## 3. Paradigm III: Public Administration as Political Science (1950-1970)

The figures in Paradigm III are Chester I Barnard, Dwight Waldo, Herbert Simon. Paradigm III of public administration has again become part of political science, public administration as the executive of politics and the implementation of public administration cannot be value free and can be intervened by the political environment.

## 4. Paradigm IV: Public Administration as Administrative Science (1956-1970)

Pioneers of Paradigm IV include Herbert Simon, Keith Henderson, James March. Paradigm IV of public administration returns to public administration, the focus of public administration is applying organizational theories and management science and focuses on efficiency, effectiveness and productivity.

## 5. Paradigm V: Public Administration as Public Administration (1970-Present)

Paradigm V figures include Amitai Etzioni, Gerald Caiden. Public administration remains public administration by implementing the principles and functions of public administration. Public organization and management theory, public economic politics, analysis and the process of making public policy are used in this paradigm.

## 6. Old Public Administration (OPA) Paradigm

The figures in this OPA are FW Taylor, Henry Fayol, Wodrow Wilson. OPA, also commonly referred to as classical public administration, is administration that applies administrative principles and functions with the main focus being to prioritize efficiency, effectiveness and productivity that is job-oriented (job centered).

## 7. New Public Administration (NPA) Paradigm

The NPA paradigm is a change from the OPA, with a people-centered orientation, prioritizing efficiency and effectiveness as well as implementing social justice and respecting human dignity as implementers of public administration. The approach to NPA is sociological and psychological.

## 8. New Public Management (NPM) Paradigm

It emerged since Osborne and Gaebler (2003) expressed the need for entrepreneurial governance or reinventing government which must be implemented in public administration by establishing 10 (ten) principles, namely as follows:

- a. *Catalytic Governance*(Steering rather than rowing), the principle of government as a catalyst, facilitator and function as controller of public administration by making policies and laws and regulations that must be guided.
- b. *Community Owned Government*(Empowering rather than serving), the role of public administration is to give power to the community so that they play more of a role in public

administration, the government helps the community in solving community problems, and the government implements the principles of participatory democracy.

- c. *Competitive Government*(Injecting competition into service delivery), the government creates healthy competition between elements of public administration so that all elements are motivated to carry out healthy and highly competitive innovations by implementing rewards and punishment.
- d. *Mission Driven Government*(Transforming rule driven organization), the government focuses on the mission, something that must be done to achieve the vision. Mission-driven administration will be more efficient, effective, innovative, flexible, and have higher morals compared to regulation-driven public administration.
- e. *Results Oriented Government*(Funding outcomes not input), the government is results-oriented, and always measures performance to support the achievement of goals that will be evaluated or revised.
- f. *Customer Driven Government*(Meeting the needs of the customer), customer-driven government, customer satisfaction is prioritized by fulfilling customer needs or desires, not bureaucracy.
- g. *Enterprising Government*(Earning rather than spending), the government is entrepreneurial, by optimizing revenue rather than spending, measuring capabilities based on earnings and incorporating a profit motive to improve the quality of services to the community.
- h. *Anticipatory Government*(Prevention rather than cure), an anticipatory government that always looks forward, especially regarding the future of public administration by analyzing the internal and external environment, redefining key success factors, creating an organizational vision, and measuring and evaluating performance .
- i. *Decentralized Government*(From hierarchy to participation and teamwork), decentralized government by delegating authority to the most basic areas such as villages/sub-districts.
- j. *Market Oriented Government*(Leveraging change through the market), a market-driven government that follows market needs and will always carry out research and evaluation, so that the products and services produced are in line with market needs.

## 9. New Public Service (NPS) Paradigm

The emergence of NPS resulted from criticism of NPM because NPM did not implement the principles of quality service to the community or customers. The criticism expressed by Kamensky (1996) is that some bureaucrats tend to compete to fight for their own interests rather than the public interest and collaborate to achieve it and prioritize quality public services.

Meanwhile, Siagian (2019:5) also explained that administration and management cannot be separated. Only the activities can be distinguished. Administration has two main tasks, namely determining the overall goals to be achieved (organizational goals) and determining general policies that bind the entire organization (general and over all policies). Meanwhile, management essentially functions to carry out all activities that need to be carried out in order to achieve goals within the limits of general policy that have been determined at the administrative level.

Then, according to Ristiani (2020), public service management is process management, namely the management side that regulates and controls the service process, so that the mechanism for service activities can run orderly, smoothly, on target, and satisfactorily for the parties served. Public service management can also be interpreted as a process of planning and implementing as well as directing and coordinating the completion of public service activities in order to achieve predetermined public service goals. Good public service management will of course have an influence and provide quality services, conversely, poor quality of public services will affect the level of public trust in the government.

## DISCUSSION

According to Chandler and Plano in Kadji (2015: 8), public policy is the strategic use of existing

resources to solve public or government problems. Meanwhile, according to Patarai (2020:16), public policy is actions and thoughts regarding other people in shared life and mutual safety, such expressions and actions must be carried out by a leader.

Furthermore, according to Keban (2004) in Idrus, et al. (2020) say that public policy is a series of desired principles or conditions, as a product, policy is seen as a series of conclusions or recommendations. Meanwhile, according to Dye (2008) in Idrus, et al. (2020) revealed that public policy is whatever the government chooses to do or not to do (public policy is whatever governments choose to do or not to do). As a product that takes into account the substance of the policy target situation, as a series of conclusions or recommendations that take into account various programs that can be carried out and implemented in accordance with the objectives of the policy from planning, implementation and monitoring and evaluation.

Regarding public policy, according to Wahab (2010) in Ramdhani & Ramdhani (2017) states that: a). public policy is more of a conscious action oriented towards achieving goals rather than behavior/actions carried out randomly and coincidentally; b). Public policy essentially consists of actions that are interrelated and have a certain pattern that leads to the achievement of certain goals carried out by the government, and is not an independent decision; c). public policy relates to activities/actions that are deliberately carried out consciously and measurably by the government in certain fields; d). Public policy may be positive in the sense that it is a guideline for government action that must be taken in dealing with a particular problem, or negative in the sense that it is a decision by government officials not to do something.

### **Stages of Public Policy**

According to Dunn in Kadji (2015: 11-12) reveals that in the process of analyzing public policy which is basically political in nature through a series of intellectual activities carried out in the process of activity, political activity as a policy making process and visualized is arranged according to time sequence as a series of stages that interdependent, with the process stages and is shown in Figure 2.1. below this :

1. Problem formulation (agenda setting); a very strategic phase and process in the reality of public policy, providing information regarding the conditions that give rise to problems.
2. *Forecasting*(forecasting) or policy formulation; discussion of issues that have been included in the policy agenda, providing information regarding the consequences of implementing alternative policies and not making policies.
3. Policy recommendations (policy adoption); aims to provide authorization for basic government processes, provide information regarding the benefits of each alternative and provide recommendations for policy alternatives that have the highest benefits.
4. Policy monitoring (policy implementation); provide information regarding the consequences (past and present) and obstacles to the implementation of policy alternatives.
5. Policy evaluation (policy assessment); activities related to policy assessment which includes substance, implementation and impact, providing information regarding the results or performance of a policy.

### **Public Policy Formulation Process**

A policy in terms of the formulation phase and the problem formulation phase is a very crucial and determining phase, being the first step as well as the basic foundation in making a policy and will determine how the policy will be prepared. according to Thomas R. Dye (1995) in Kadji (2015:26) states that policy formulation is the government's effort to intervene as a solution to every problem in society in public life. Policy formulation is also called a stage that determines public policy, with this stage being carried out to formulate the boundaries of public policy.

Every policy that is made requires a policy analysis of the impacts and benefits as well as satisfaction or dissatisfaction with the policy issued. The policy analysis carried out aims to create a policy, a policy that will be formulated and implemented in accordance with the principles of benefit and

optimizing outcomes that will be accepted by the community.

In carrying out policy analysis, of course, technical abilities and skills are required as expressed by Patton and Sawicky in Kadji (2015:27-28) by having the ability to: quickly focus on the most central decision criteria, multi-disciplinary analysis; think about the types of actions that can be taken, use the simplest method to overcome uncertainty, make simple analytical formulas clearly, express them with numbers/statistics, check the necessary facts, provide proposed definitions and analysis, and have good professional ethics tall.

The process of formulating public policy is carried out by taking into account several references in the form of models for formulating public policy such as the rational model by Carl Patton and David Saurcki (1993) in Santosa (2017: 39-40) which states that first, problem identification is carried out followed by selecting criteria for evaluate the problem towards problem solving options or policy alternatives, then carry out an assessment of these alternatives by giving them weights and rankings so as to produce the best alternative to be selected as a policy.

Bureaucracy is an institution that is free from politics and does not take sides, because bureaucracy is an institution created as an intermediary between citizens and their state so that public services through bureaucracy never recognize favoritism in carrying out their obligations. As a rational organization that prioritizes administrative efficiency, the bureaucracy is maintained and maintains its existence, especially in efforts to realize good governance. The limited definition synonymous with government bureaucracy is a collection of formally organized positions and tasks, related to complex levels that are subject to formal role creation. According to Suryono (in Wantu, 2012: 46) provides a different argument for thinking in relation to bureaucracy as an institution that makes its members always rely on arrogant and rigid rules and laws and apply them in an attractive, automatic and creative appearance. This pattern is called trained in capacity. Furthermore, Rourke (in Wantu, 2012: 57) explains that bureaucracy is a structured system of administration and implementation of daily tasks, in a hierarchical system, which is clearly carried out with written rules, carried out in certain parts that are separate from other parts by people who are selected or recruited because capabilities and expertise in the field.

According to Weber (in Thoha, 1991), bureaucracy is a system of authority that is determined rationally by various regulations to regularly organize work carried out by many people. Furthermore, according to Said (2008: 1), the concept of bureaucracy is interpreted as processes and systems created nationally as processes and systems created rationally to ensure work mechanisms and systems that are orderly, certain and easy to control.

## **RESEARCH METHODS**

This research uses a qualitative research approach. According to Bogdan and Taylor (1992), qualitative research is a research procedure that produces descriptive data in the form of written or spoken words from people and observed behavior. Using a qualitative approach, researchers describe the development of apparatus resources at the General and Financial Bureau of Gorontalo State University. The reason for using qualitative research methods is considered appropriate because of the suitability between the characteristics of qualitative research and the phenomena being studied. The use of this qualitative research method is directed at describing and analyzing the phenomenon of apparatus resource development at the General and Financial Bureau of Gorontalo State University. The relevance of using qualitative research methods can be understood because for each problem there are various phenomena that are specific and interrelated, including mechanisms, implementation and obstacles faced by local governments in developing apparatus resources.

This type of research uses descriptive qualitative research. The reason this research is used is because it is more sensitive in dealing with and capturing various information phenomena related to the research object. In addition, this research can present shapes and forms that can comprehensively analyze a social phenomenon that occurs. This is in the opinion of Moleong (2013:94) which states that the qualitative descriptive approach is a method that describes the actual situation of the phenomenon of the object being studied and compared with the theory that is appropriate to the research problem.

In this research, the parties used as informants are those who are considered to have the information (key informants) needed at the research location. In qualitative research, the sampling techniques that are often used according to Sugiyono (2008:75) are purposive sampling and snowball sampling. However, researchers here are more focused on taking purposive sampling, as has been stated that purposive sampling is a technique for sampling data sources with certain considerations. This particular consideration, for example, is the person who is considered to know best about what we expect, or perhaps he is the authority so that it will make it easier for the researcher to explore the object/social situation being studied.

Research methods are determined with the aim of making it easier to determine a research focus that is not abstract so that there is clarity in a research as well as finding data in an effort to support the facts. The sites in this research include:

1. Head of General and Financial Bureau 1 person.
2. Head of General Section 1 person
3. Head of Personnel and Administration Section is 1 person
4. Head of Finance is 1 person
5. The apparatus is 10 people

## **DISCUSSION**

The development of apparatus resources in the context of strengthening public sector institutions has been carried out for a long time and various parties have implemented it, however the development of apparatus resources which is based on the results of theoretical research and previous research has found problems faced by regional governments as a result of expansion which have not been discussed explicitly and in-depth, especially in the development of apparatus resources. The smooth implementation of regional government tasks, especially the implementation of public services, is very dependent on the quality and perfection of the human resources within the organization. (Notoatmodjo, 2009: 1). Quality human resources will be reflected in skills, knowledge, competence and work ethics and even high discipline, so that it has strong implications for success in achieving planned goals. Developing and improving the quality of apparatus resources in all fields is currently a discourse that is emerging in both the public and private sectors. This was triggered by various advances in technology, knowledge and culture to support government performance. (Hasibuan, 2011:95).

In Law of the Republic of Indonesia Number 5 of 2014 concerning State Civil Apparatus article 1 paragraph 3 it is stated that civil servants are Indonesian citizens who meet certain requirements, are appointed as ASN officers on a permanent basis by civil service development officials to occupy government positions by fulfilling several principles stated in article 2 where the implementation of ASN policies and management is based on: legal certainty; professionalism; proportionality; cohesiveness; delegation; neutrality; accountability; effective and efficient; openness; non-discriminatory; unity and oneness; justice and equality; and welfare. This is becoming increasingly topical, considering that the quality of human resources for government officials is an important asset for success and effectiveness in carrying out work to achieve good goals. (RI Law No. 5 of 2014)

Performance basically focuses on problems in the planning process, implementation, and also the results obtained after carrying out work. In government agencies, performance is usually referred to as an answer to the success or failure of the initial objectives of the work program and policies that have been established. The issue of performance is very important, because performance is one of the most important benchmarks of organizational quality. Improving the performance of government officials is one of the development strategies for a country in carrying out its state processes. (Wibowo, 2007). Employee performance is one of the important aspects that organizations must pay attention to, because employee performance guides the organization to achieve its goals. According to Hasibuan (2001:34), performance is the result of work achieved by a person in carrying out the tasks assigned to him based on skill, experience, seriousness and time. With this aim, employee performance should be measured, whether good or bad.

For this purpose, bureaucratic work procedures need to be reviewed and the orientation of civil servants needs to be directed towards a spirit of service. The spirit of being a public servant needs to be emphasized more than that of a state servant or government servant. An important dimension of efforts to utilize the state apparatus is increasing the morale of civil servants and improving the organizational structure. Between these two dimensions, the first dimension has been given greater emphasis. The assumption is that with increased work morale, it is hoped that the productivity of civil servants will also increase so that the services they provide to members of the community and fellow government organizations will be better. (Moerdiono, 1990).

**Table 1. General and Financial Bureau Employees Based on educational background Monthly Occupancy 2021 to 2023**

No	Education	Year		
		2021	2022	2023
1	Masters	5	6	7
2	Bachelor	20	30	37
3	Diploma	12	8	6
4	SMA/SMK	7	6	6

*Source: situ.ung.ac.id*

Employee performance will certainly not improve by itself without concrete efforts from the organization. Efforts from leadership factors and employee work motivation at BUK are expected to influence employee performance. Leadership is the science and art of influencing people or groups to act as expected to achieve goals effectively and efficiently. An organization without a leader will be ineffective in the work carried out by employees, therefore there must be a leader who orders, makes policies, and directs subordinates to achieve organizational goals.

Based on the conditions at the General and Financial Bureau of Gorontalo State University, it can be explained that the problem at Gorontalo State University's BUK, if seen from an educational perspective, is that it varies, but this does not guarantee that in carrying out the duties and functions they carry out, the majority of those occupying position formations are not suitable. . This is because the need for apparatus resources that meet administrative requirements to fill position formations in government organizations is still limited, in this case the educational background (knowledge of the apparatus) is still low, procurement of apparatus is not in accordance with competence, lack of discipline in completing tasks, utilization of resources. disproportionate apparatus power, which results in less effective and efficient performance solutions. Therefore, human resource development at BUK Gorontalo State University must be carried out in a planned, programmed and sustainable manner based on needs, not based on the likes and dislikes of leadership in terms of employee placement, training, transfers and promotions, but based on a merit system. For the smooth implementation of development programs, human resource development must be carried out seriously, so that the development of apparatus resources achieves optimal results.

Capacity development refers to the process in which individuals, groups, organizations and institutions develop their abilities both individually and collectively to carry out apparatus functions, in solving problems faced, achieving apparatus goals independently which must be completed comprehensively. Facts on the ground prove that steps to develop apparatus resources have been carried out as programmed through the implementation of open recruitment, improving education and training (Training), as well as promotions in appointments to structural positions.

## CONCLUSION

Gorontalo State University as one of the State Universities in Gorontalo Province is not free from this problem. Gorontalo State University in improving the performance of its employees is faced with obstacles that arise, including the low level of understanding of employees' main duties and functions in supporting the implementation of their duties. To support the implementation of existing tasks, each employee must always have a good understanding of what their main duties and responsibilities are.

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