

EDUCATION AND TRAINING SYSTEM FOR
INDONESIAN PUBLIC SERVANTS AND THE
FUNCTIONS OF THE NATIONAL INSTITUTE
OF ADMINISTRATION IN THE FIELD OF
EDUCATION AND TRAINING

A. Mintorogo
National Institute of Administration (LAN)

Indonesia

A. INTRODUCTION

The awareness of success in the achievement of the national goals has nowadays been widely felt to be dependent mainly on the success of the implementation of the national development plans. The latter needs a corps of strong, dedicated and highly integrated civil servants which could only be satisfied if we are provided with an ever-updated education and training programs. To suffice this a well-coordinated and synchronized programs for the civil servants need to be continually developed.

The development of human resources is not solely applied towards public in general, but also towards the civil servants whose roles in the national development processes are quite decisive. In other words, education and training for the civil servants form a very strategic effort within the framework of developing the civil servants concerned, and it should be viewed by means of the systems approach.

The Act No. 8, 1974, which is The Basic of Public Personnel Administration has firmly stated that education and training are carried out within the framework of the Development of the civil servants job-career and job-performance.

The effort in increasing job-performance itself is meant to make the civil servants more qualified, so that their performance could be more efficiently benefitted in the process of National Development to achieve the National Goals. Such approach needs continuous developmental efforts through, among others, education and training for the Civil Servants such as those various kinds of education and training which should be conducted to meet the demands on the knowledge, skill and attitude requirements set forth for the Civil Servants, in implementing and facilitating the smooth-run of the multi-functional and complex

National Development programs.

It is worth mentioning here the fact that there are two main kinds of functions which should be carried out by both Central and Regional Government Agencies in Indonesia i. e.

1. The government general functions, and
2. The government development functions.

In implementing the two kinds of functions we are in a great need of establishing a corps of government apparatuses who are :

1. efficient
2. effective
3. physically and mentally strong
4. more trustworthy
5. integrated
6. having expertise of high skill and experience
7. fully dedicated solely for the sake of the country and the government.

In order to meet such demands the Civil Servants needs development in all aspects through a well-established and coordinated system.

Education and training is one of the means of developing the Civil Servants. The developmental efforts through this means have long been carried out and are continually increased, while we are coping with the ever demanding programs which we face in our daily routines.

We are of the opinion that education and training for the Civil Servants is not a separate effort, viewed both from their target population and their programs. It simply means that target-population-wise the education and training for the Civil Servants are a "Sub-system" of the Public Personnel Development Strategy. The latter, with all its processes, are a "Sub-system" of the Indonesian Public Administration.

Therefore, we regard the education and training of the Civil Servants as a development effort to be the "Sub-system" of our efforts in improving the Government Apparatus with the ultimate goals of not only increasing their knowledge and skill, but also of generating a suitable mental attitude as government and people's servants.

From the above it is clear that our Public Personnel Development Strategy is a "Sub-system" of our National Public Administration. One of the ways of the process of managing the Civil Servants is by developing them through education and training.

Viewed from their programs the education and training of the Civil Servants is a "Sub-system" of our overall National Educational System, whose entity is geared towards one of our National Goals, that of improving the education standards of the Indonesian people.

The President of the Republic of Indonesia as the Head of the Government has stipulated the Five Programs which should be achieved within the next Five Year Development Plan (1984-1989).

The so called "Panca Krida" (Five Programs) of the Indonesian Fourth Development Cabinet are :

1. To increase the implementation of the Three Bases of National Development i.e. Equitable Sharing of Development Results, Increment of Economic Growth, Sound and Dynamic National Stability based on an ever-improving National Resilience.
2. To improve the efficiency and efficacy of Government Apparatus in achieving a cleaner and more responsible Government.
3. To increase the effort of popularizing the State Philosophy Pancasila and its Broad Guidelines for self-internalisation and actual practice in enhancing the dynamics and unity of the whole nation.
4. To increase the implementation of Non-Aligned Foreign Policies for the benefit of national developmental needs.
5. To conduct a direct, public, free and confidential General Election in 1987.

The second of those five programs, i.e. to improve the efficiency and efficacy of Government Apparatus in achieving a cleaner and more responsible Government, is the one which corresponds with the purpose of this paper.

With respect to the implementation of that second program the President of Indonesia has outlined the following guidance :

"In view of the advancement of our society and the ever-widening as well as intricate development, there should also be established an efficient corps of Government Officials which have high professional standard of capabilities. Within this framework the existing effort and policies in increasing the capabilities and skills of the Government Officials will be continued by means of conducting education, courses and training as well as upgrading".

B. EDUCATION AND TRAINING FOR CIVIL SERVANTS

According to Act No. 8, 1974 on the basis of Public Personnel Administration, Indonesian Civil Servants, which are the backbone of the State Apparatus, are divided into 4 grades and are subdivided into 17 ranks, namely :

1. Grade I : subdivided into ranks Ia, Ib, Ic, and Id.
2. Grade II : subdivided into ranks IIa, IIb, IIc, and IId.
3. Grade III : subdivided into ranks IIIa, IIIb, IIIc, and IIId.

4. Grade IV : subdivided into ranks IVa, IVb, IVc, IVd, and IVe.

Those grades and ranks of Civil Servants are related to structural positions in the government.

Structural positions in the Government consist of 5 echelons namely :

1. The first echelon i.e. Secretaries General, Directors General, Heads of Non-Departmental Agencies, have the rank of either IVd or IVe.
2. The second echelon i.e. Directors/Heads of Bureau, have either the rank of IVb, IVc, or IVd.
3. The third echelon i.e. Chiefs of Division, Chiefs of Sub-Directorate, have the rank of either IVa, IVb, or IVc.
4. The fourth echelon i.e. Chiefs of Sub Divisions, Heads of Section, have the rank of either IIIb, IIIc, or IIId.
5. The fifth echelon i.e. Chiefs of Sub-Section, have the rank of either IIc, IIId, or IIIa.

Education and training programs for Civil Servants in Indonesia are an intergral part of the administrative improvement efforts and cover both the administrative and the technical aspects of routine as well as development functions of the Government.

In other words, the education and training for Civil Servants is an effort to improve their personality, knowledge and capability to meet the demands of their respective offices and positions; whereas training for the Civil Servants is the efforts to improve their knowledge and skill in accordance with the requirements of their respective jobs.

The education and training of the public servants in Indonesia can be principally differentiated into :

1. Classification According to the Status of Participants :

- 1.1. The Pre-Service Training is given to candidates entering the service with the purpose of providing them with the necessary skills and knowledge in order to enable them to perform their new jobs.
- 1.2. The In-Service Training, both on-the-job as well as off-the-job, are provided for Civil Servants with the objective of increasing and improving their quality, expertise, capability and skills as well as improving and developing their attitude and personality.

2. Classification according to Tasks :

- 2.1. Technically Functional Training. This training covers substantive areas of the mission and functions of the Ministry/Agency. For example, education and training for tax officials, immigration officials, customs officials, etc.
- 2.2. Administration. This relates to education and training programs where the main objective is to provide knowledge, skills, and improve the capability of the Civil Servants in the general area of Public Administration.
In this type there are three of its kind, i.e. :

2.2.1. Education and Training on General Administration

This includes various types of education and training programs on General Administration for all levels of administration within the framework of overall improvement of institutional performance. To meet the needs of managerial officers occupying structural positions in the Government, four levels of promotional management trainings are provided with the Administrative Staff College level at the apex.

2.2.2. Education and Training on Management Techniques

This training is conducted with the purpose of providing knowledge, skill and capabilities to its participants to solve managerial problems or those which contain certain management techniques useful for decision-making purposes such as systems-analysis, operations research, organisation and methods, network planning, simulation, model-building, game-theory, etc.

2.2.3. Education and Training on Development Administration

This training covers the various aspects of the administration of development functions such as education administration, agricultural administration, social-welfare administration and industrial administration, which are conducted by involving interdisciplinary approaches.

3. Classification According to Career :

3.1. Education and Training for Structural Positions

This training is intended for officials occupying structural positions such as heads of section, division chiefs, directors, and the likes whose knowledge, skills and value-systems must always be developed and geared to their respective job and organizational requirements.

3.2. Education and Training for Functional Positions

This training is intended for officials occupying functional positions such as teachers and researchers whose attitude and skills must also be developed and geared to their respective job requirements.

C. THE PATTERN OF EDUCATION AND TRAINING PROGRAMS FOR THE INDONESIAN CIVIL SERVANTS

The activities on educational and training programs conducted by the Government both through the various Departments and other Government Agencies as well as through the State Enterprises cover so many forms and encompass a great deal of participants that it is felt necessary to design a pattern for it.

The basic framework of the Education and Training for the Civil Servants consists of :

- The Pre-Service Training, and
- The In-Service Education and Training.

In practice, two types of education and training can be manifested into a great variety of education and training.

1. The Pre-Service Training

The Pre-Service Training is provided to the newly recruited as a prerequisite to be employed as Civil Servants.

This training is categorized into two different kinds :

1.1. The General Pre-Service Training

This particular training is compulsory for every individual who has been recruited to become a Civil Servant, as has been mentioned in the Presidential Decree No. 30, 1981.

Under this category we have :

- 1.1.1. The Pre-Service Training for grade I Civil Servants.
- 1.1.2. The Pre-Service Training for grade II Civil Servants.
- 1.1.3. The Pre-Service Training for grade III Civil Servants.

1.2. The Special Pre-Service Training

The Special Pre-Service Training is compulsory for both the newly recruited and those already in service who should hold a certain position and for their job of which they use special knowledge and skills.

For example training for diplomatic career conducted by ministry of foreign affairs.

2. The In-Service Education and Training

The In-Service Education and Training consists of :

2.1. Education and Training Program for Career Development This kind of education and training has the objective of preparing its participants to hold a higher position, and has the following classifications :

2.1.1. Education and Training for Structural Positions has the objective of increasing the knowledge, skills and capabilities as well as the participants' attitudes and personality so that they could fulfil the requirements of any of the fifth, fourth, third, or second echelon Civil Servants.

The Education and Training for structural positions cover:

2.1.1.1. The Education and Training for structural positions, for the second echelon Civil Servants. (The administrative Staff College).

2.1.1.2. The Education and Training for structural position for third echelon Civil Servants. (Upper Middle Managerial Course).

2.1.1.3. The Education and Training for structural positions for fourth echelon Civil Servants. (Lower Middle Managerial Course).

2.1.1.4. The Education and Training for structural positions, for fifth echelon Civil Servants. (Basic Managerial Course).

2.2. Technically Functional Education and Training Programs are oriented to the technical main tasks of certain Government institutions which should be implemented by the Government.

- 2.3. The Education and Training For Functional Positions
has the objective of increasing knowledge, skills and capability of its participants to fulfil the requirements of certain functional positions such as Junior Lecturer, Senior Lecture and Researcher. This kind of program has never been nationally designed.
- 2.4. The Education and Training for Professional Development.
This training has the objective of increasing the participants' expertise and skills in certain professions, consisting of :
 - 2.4.1. The Regular Education and Training Programs.
This training has the objective of increasing the participants expertise through the academic program consisting of :
 - 2.4.1.1. Degree Programs.
 - 2.4.1.2. Non-Degree Programs.
 - 2.4.2. The Non-Regular Education and Training Programs.
This type has the objective of increasing, refreshing, adjusting the participants' knowledge, skills and attitudes to suit with their positions, or of providing to the retiring Civil Servants. This type of training covers :
 - 2.4.2.1. Upgrading courses.
 - 2.4.2.2. Adjustment courses.
 - 2.4.2.3. Refreshing courses.
 - 2.4.2.4. Retirement Preparatory Courses.
- 2.5. The Orientation Course has the objective of introducing the new assignment related subjects and job-environment to the newly-recruited Civil Servants so that they have the right knowledge of their job.
- 2.6. The support Education and Training, has the objective of providing the necessary knowledge and skills which indirectly support the participants job performance.

D. THE FUNCTION OF LEMBAGA ADMINISTRASI NEGARA (THE NATIONAL INSTITUTE OF ADMINISTRATION) IN THE FIELD OF EDUCATION AND TRAINING FOR CIVIL SERVANTS.

Based on the existing regulations Lembaga Administrasi Negara (The National Institute of Administration) has the following principal functions and tasks :

- a. To provide policy advice on the improvement of Public Administration to the President.
- b. To conduct policy research and development for the perfection of Public Administration.
- c. To provide management consultation services.
- d. To coordinate and monitor the Education and Training Programs for the Civil Servants.
- e. To establish linkages and cooperation on Public Administration with other institutions which support the functions of Lembaga Administrasi Negara.

Point d is, out of the other functions, the one which is directly related to the education and training of civil servants. When elaborated that function consists of :

1. Coordination and Provision of Guidance of Civil Servants' Education and Training.
2. Implementation of education and training programs for Civil Servants.
3. Development of management and the education and training of management.

1. Coordination and Provision of Guidance of Civil Servants' Education and Training.

- 1.1. Provision of Guidance on Education and training for Civil Servants

In principle, LAN has the authority to provide guidance on Education and Training for the Civil Servants throughout Indonesia. Due to several constraints and other limitations, LAN as the coordinating body, develops only the curricula and conducting of the education and training programs particularly on the subject of administration for the Civil Servants, where as on technical subjects and technically functional ones LAN has the responsibility of monitoring and providing implementation guidelines.

- 1.2. The Coordination of Conducting Education and Training for Civil Servants

LAN also has the authority in coordinating the conducting of those strategic education and training programs, particularly for the development of both the implementation of those programs as well as the personal development of the participants themselves.

The implementation of those educational and training programs coordinated by LAN covers :

1.2.1. Pre-Service Training

As mentioned before The Pre-Service Training consists of : The General Pre-Service Training and The Special Pre-Service Training.

In this regard LAN coordinates only the General Pre-Service Training which has special objectives of providing knowledge and skills for the participants to become fully appointed government officials.

1.2.2. Education & Training Programs for structural Position

As previously mentioned this program consists of four levels which are designed for its participants who would potentially be promoted to higher positions.

LAN coordinates these programs due to the fact that they are meant to provide the participants with managerial capabilities and to establish a uniform way-of-thinking in Public Administration.

1.2.3. Education & Training on the Training Program Management Techniques

The courses so categorized has the objectives of improving and increasing the capabilities of government officials in conducting training programs, and therefore, they should be coordinated by LAN.

In this group we have :

1.2.3.1. Management of Training (MOT)

The objective of this course is to increase the skills and capabilities of the middle managers who should take the responsibility in managing educational and training programs for the civil servants. (Those who are allowed to join this course should be at least third echelon staff).

1.2.3.2. Training of Trainers (TOT)

The objective of Training of Trainers is to increase the participants or other staff's capability and skills as trainers of instructors who are expected to be able to apply different training methods for the education and training programs of government officials.

1.2.3.3. Training officer Course (TOC)

The objective of Training officers' Course is to increase the capabilities and skills of training staff who are supposed to carry out the education and training programs for the Civil Servants.

(The participants should minimally be of II/d rank).

1.2.3.4. Skills profile Analysis Techniques Course

The objective of this course is to enable the participants in utilizing different analysing techniques of required capabilities needed by somebody to fill in a certain position or task in a government office, and to analyse the capabilities of the existing personnel.

1.2.3.5. Training Programs Evaluation Course

The objective of this course is to enable the participants to gather and analyse the data and information so that they could make correct judgments whether or not the objectives of shortterm and long term training programs have been achieved, and to measure the effects of training programs towards the efficiency and effectiveness of the participants' job performance.

1.2.3.6. Development of Case studies

The objective of this course is to enable the participants to write and develop indigenous case-studies and which could be used as the course material in certain education and

training programs for the Civil Servants.

2. The Implementation of Education and Training Programs for Civil Servants

As the Functional Coordinating Agency for the education and training programs for Civil Servants, LAN should also carry out other programs which are considered strategic for the development of Public Administration and its apparatuses, such as :

2.1. National Administrative Staff College

2.2. Education & Training on the Training Programme Management Techniques

2.2.1. Management of Training (MOT)

2.2.2. Training of Trainers (TOT)

2.2.3. Training Officer's Course (TOC)

2.2.4. Skill Profile Analysis Techniques.

2.3. Management Techniques Programs

These kinds of training have lots of varieties which are usually carried out by the government ministries. Those which are conducted by LAN have the characteristics of being innovative, strategic and having multiplier effects. For example, project management, management skills analysis, Training of Trainers, Management of Training Courses etc.

2.4. Education & Trainings Programs for Structural Positions

In general, these trainings except The Administrative Staff College, are conducted by the individual government Ministries. LAN only conducts this program to assist the government agencies particularly the non-ministerial agencies which do not have the capacity to conduct it by their own courses.

2.5 School of Public Administration

The School of Public Administration is a degree offering program of Lembaga Administrasi Negara.

E. CONCLUSION

1. The system of Education and Training for the Indonesian Civil Servants is directly related to the national development programs, since it is an integral part of the overall development of the civil servants as the most important aspect of government apparatus.
They are also considered the key-factor to the achievement of the national development goals.
2. Management training in Indonesia is an integral part of the administrative reform efforts being implemented and the administrative reform is, in turn, an integral part of the National Development.
3. As the central coordinating Agency for Education & Training for the Civil Servants in the Republic of Indonesia, Lembaga Administrasi Negara (The National Institute of Administration), which is directly under the Supervisions of the President of the Republic of Indonesia, is basically responsible to formulate government policy on training and provide guidance and direction to all training units in government agencies.
4. Being specially responsible for the improvement of Administration, including public enterprise administration, LAN is fully responsible for developing administrative and managerial capability of all civil servants in the public sector.
5. Due to limited resources available to conduct all management training which are increasingly demanded by those who are dealing with administrative and managerial responsibilities, LAN has to set priorities in the implementation of their own training commitments.
The priority is given to the basic and strategic types of management training such as Administrative Staff College for senior public officials, training of trainers, new management techniques, etc.