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The Importance of Training and Development to Improve the Quality of Public Service: A Phenomenological Approach of Human Resources Performance at District Offices in Jakarta

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Abstract. The services provided to the community by local governments in general and district governments must be oriented towards the satisfaction of community services. One of the indicators in the public service is the ability of the officers to provide excellent services. If the community feels satisfied with the services provided by the district government officials, their performance will be considered good, and vice versa, if the community is not satisfied, the performance of the district government officials will be considered poor. In the provision of public services, especially those carried out at district offices, government agencies often face obstacles that cause people to be dissatisfied with the services they provide. This study aims at answering the questions of how the community perceive the service that they receive from the district staff, what obstacles are often encountered by the employees in terms of services at the district offices, and what efforts should be made by district institutions to improve the quality of public service. This study uses a phenomenological approach from a qualitative research design by applying semi structured interviews in data collection. The research proved that the competence of civil servants on public service can be improved through training and development program after conducting the Training Needs Analysis (TNA) so that the training can be conducted effectively and relevant to the employees' needs. This study contributes significantly to the quality improvement of the government employees and the public service at the district level. In addition, the results of this study can be used as input for authorized institutions in the improvement of the human resources performance.

Keywords. District Offices, Human Resources Performance, Public Service, Training and Development

1. Introduction

Public services are one of the important tasks that cannot be ignored by local governments because if the service component stagnates, it is almost certain that all sectors will have an impact on congestion, therefore there needs to be good planning and even need to formulate service standards for the community in accordance with the authority given by central government to local government. One of the local government agencies carrying out public services is the District Office. A district which serves as a public service provider has the main task of assisting the Regional Government in administering governance, development and society and improve public services in the context of implementing good governance in the form of services or transparency and standardization of services.

People who are customers of public services also have needs and expectations for the performance of professional public service providers so that what is now the task of the Central

Government and Regional Governments is how to provide public services that are able to satisfy the community. The implementation of decentralization and regional autonomy policies in Indonesia which is stipulated in the law on Regional Government states that the government has the responsibility, authority and determines the minimum service standards.

The United Nations (UN) e-Government Survey 2020 has placed Indonesia in 88th for the development and implementation of e-government or an electronic-based government system (SPBE). The results for 2020, released in July, show an increase of 19 rankings compared to 2018 which was in 107th and 116th in 2016. Overall, Indonesia scored 0.6612 in the High e-Government Development Index (EGDI) group at the UN. The e-Government Survey 2020 succeeded in placing Indonesia in the top 100 world rankings at position 88 out of 193 countries. The United Nations (UN) predicts countries that get more than 0.75 points as Very High EGDI, for points 0.50 to 0.75 as High EGDI, points 0.25 to 0.50 as Middle EGDI, and less than 0.25 as Low EGDI¹.

Although in the E Government Survey, Indonesia has been declared to have moved up in the rankings, in its implementation, there are still many government offices that get complaints from the public. Public services can be categorized as effective if people find it easy to provide services with short time, fast, precise and satisfying procedures. The success in increasing the effectiveness of public services is determined by the government's ability to improve the work discipline of service personnel. The release of the Ombudsman's research results at the end of 2017 shows the fact that most public service agencies in Indonesia have red report cards, both at the national and regional levels. The level of public service quality is getting lower, the mechanism for receiving public complaints has not been made systematically. When public services are still poor, it clearly shows the state is failing to be present for its people.²

The current reality that causes the quality of public services to be classified as low is that public service providers do not understand their essence in providing services. Staff who are public servants do not work according to their fields, and some public servants are also not competent and responsive to serve the community. In addition, there are still many people who complain about the problem of convoluted service procedures which makes it troublesome for us as users of public services. Service time is generally inefficient, the skills of service officers are still low, there are still many officers show poor attitude, ways of speaking or telling something that is not friendly, some even feel they are in a superior and arrogant position.

One of the ways to improve service quality is by increasing the competency of the staff on duty. Training activities are seen as the beginning of the development of the State Civil Apparatus. In Law Number 5 of 2014 concerning State Civil Apparatus, this form of development is carried out through the education and training process (Article 63 Paragraph 4). In the employee development stage, [1] reveals two aspects of important activities that cannot be separated from one another, namely training activities and human resource development activities. Both activities are intended to develop the competencies of employees so that they can be used effectively. In reality, the two things above experience distortion in their implementation. Improving the quality of human resources through education and training is often not directed at analyzing the needs of the organization/ work unit. This condition causes the output or outcome of the implementation of education and training to be not optimal for improving the performance of employees and their organizations [2].

¹ <https://www.menpan.go.id/site/berita-terkini/hasil-survei-pbb-e-government-indonesia-naik-peringkat>

² <https://ombudsman.go.id/artikel/r/artikel--jangan-remehkan-masalah-pelayanan-publik>

Based on the above problems, this research was conducted with the aim of answering the questions on how the community perceives the service that they receive from the district staff, what obstacles are often encountered by the employees in terms of services at the district offices, and what efforts should be made by district institutions to improve the quality of public service. This research provides a very significant contribution to improving the quality of services in government agencies, especially those at the district level. In addition, the result of this study can be used as input for authorized organizations on organizing professional training to improve civil servants' competencies to public service.

2. Review of Literature

[3] studied The Impact of Training and Development on Job Performance at the Ghanaian judiciary staff. The sample taken was 12 Ghanaian service courts especially in the Greater Accra area. The target respondents from each of the selected courts are the court clerks, interpreter courts, and court of records. The data collection method for this research comes from primary sources and secondary data. This study aims to evaluate the impact of the large investment made in training on the performance of judicial staff. The result is that the training conducted in the judicial service in Ghana has actually improved the performance and initiative of each worker. Workers can work well without being supervised.

Other researchers, namely [4] conducted a study entitled The Effect of Education and Training on Employee Performance Improvement at the Kalasey Agricultural Technical Training Center. This study aims to determine the effect of education and training factors on improving the performance of existing employees at Kalasey Education and Training Center. With the samples taken were 70 respondents. The analytical method used is multiple linear regression analysis. The results of this study indicate that the education and training variables have an influence on employee performance. Education and training can affect employee performance improvement, so that the hypothesis proposed is correct and acceptable.

The similarity between the two studies above and this study is that they both examine employee training. However, the two previous studies have differences with this study in terms of their research methods, both of which use quantitative methods, while this study uses qualitative method. This study contributes significantly to the quality improvement of the government employees and the public service at the district level. In addition, the results of this study can be used as input for authorized institutions in the improvement of the human resources performance.

2.1 Definition of Public Service

The term service comes from the word "serve" which means to help provide all that is needed by others for acts of service. Basically every human being needs service, even in the extreme it can be said that service cannot be separated from human life [5]. [6] defines "service as an activity carried out by a person or group of people with a certain basis where the level of satisfaction can only be felt by the person serving or being served, depending on the service provider's ability to meet user expectations." According to Kotler in [7]:

"Service is any action or activity that can be offered by one party to another, which is basically intangible and does not result in any ownership" Meanwhile [8] Suttedja (2007: 5) states that "Service or service can be interpreted as an activity or benefit that can be offered by one party to another"

The definition of public services in the Law in Indonesia is contained in Law No. 25/2009 and Decree of the Minister of State Apparatus Empowerment Number: Kep / 25 / M.Pan / 2/2004.

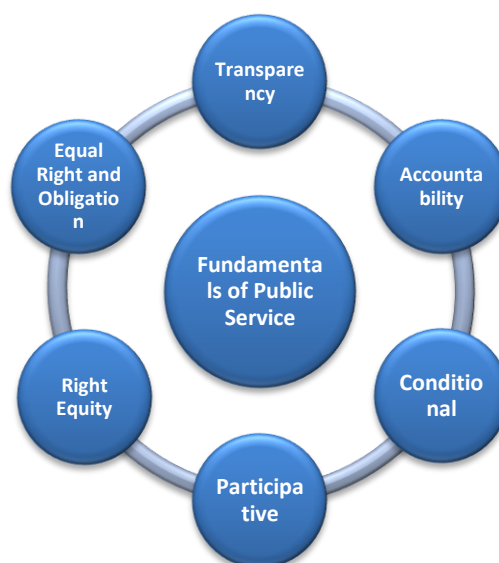
In Law No. 25 of 2009 concerning Public Services, it is explained that public services are series of activities in order to fulfill service needs in accordance with the laws and regulations for every citizen and resident for goods, services, and / or administrative services provided by public service providers. Meanwhile in the Decree of the Minister of State Apparatus Empowerment Number: Kep / 25 / M.Pan / 2/2004 concerning General Guidelines for Preparation of Community Satisfaction Index for Service Units of Government Agencies, it explains that public services are all service activities carried out by public service providers as an effort to meet the needs of recipients, services, as well as in the framework of implementing the provisions of laws and regulations.

2.2 Indonesia Policies on Service Quality

Policies related to service quality are contained in Presidential Instruction No. 1/1995 concerning Repair and Improvement of the Quality of Government Apparatus Services to the Community. This Presidential Instruction is addressed to the Minister for Administrative Reform of the State Apparatus to take coordinated steps with government departments / agencies at the central and regional levels to improve and enhance the quality of government apparatus services to the community, both regarding the implementation of government, development and community services.

Service quality is not only determined by the facilities and infrastructure of the district office, but also by the attitude and behavior of the serving staff. Thus, employees who serve must understand what is called bureaucratic ethics, which is a professional ethic, which contains norms that must be used as guidelines for bureaucratic apparatus in carrying out their duties and obligations as public servants [8]. Bureaucratic ethics must place public interests ahead of personal, group and organizational interests [9]. In accordance with the Decree of the Minister of State Apparatus Empowerment Number 63 of 2004, service delivery must meet the following principles:

Figure 1
Fundamentals of Public Service



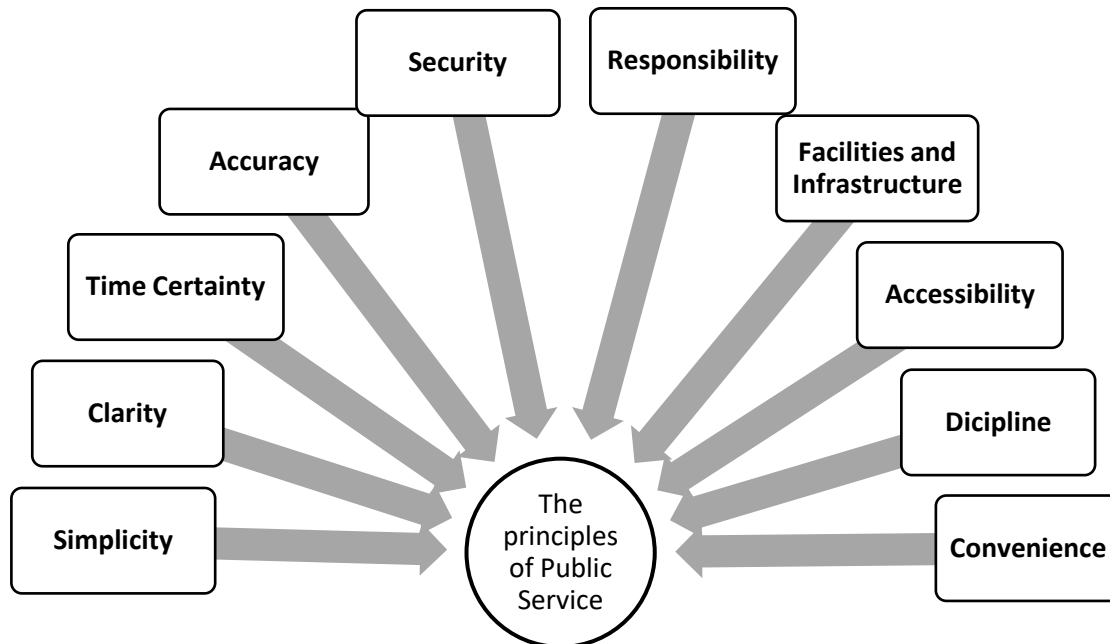
Source:

Decree of the Minister of State Apparatus Empowerment Number 63 of 2004

Transparency is open, easy and accessible to all parties who need it and is provided adequately and easily understood. (b) Accountability can be accounted for in accordance with the provisions of laws and regulations. (c) Conditionally in accordance with the conditions and capabilities of service providers and recipients by remaining principled on efficiency and effectiveness. (d) Participatory encourage community participation in providing public services by taking into account the aspirations, needs and expectations of the community. (e) Equal rights non-discriminatory, meaning that it does not differentiate between ethnicity, race, religion, class, gender and economic status. (f) Balance of rights and obligations, the provider and recipient of public services must fulfill their respective rights and obligations (Decree of the Minister of Administrative Reform Number 63 of 2004).

Principles of Public Service in accordance with the Decree of the Minister of State Apparatus Empowerment Number 63 of 2004 are as follows: (a) Simplicity; public service procedures are straightforward, easy to understand and easy to implement. (b) Clarity; includes clarity regarding: (1) technical and administrative requirements of public services; (2) work units / officials authorized and responsible for providing services and resolving complaints / problems / disputes in the implementation of public services; and (3) details of public service fees and payment procedures; (c) certainty of time; implementation of public services can be completed within a predetermined period of time; (d) Accuracy; public service products are received correctly, appropriately and legally; (e) Security; public service processes and products provide a sense of security and legal certainty; (f) Responsibilities; the head of public service provider / appointed official is responsible for the delivery of services and the resolution of complaints / problems in the implementation of public services; (g) Completeness of facilities and infrastructure; the availability of work infrastructure, work equipment and other adequate support, including telematics facilities; (h) Ease of access; adequate place and location as well as service facilities easily accessible to the public and utilizing technology; (i) Discipline, politeness and friendliness; service providers must be disciplined, polite and courteous, friendly and sincere in providing services; (j) Convenience; the service environment must be orderly, orderly, a waiting room that is comfortable, clean, tidy, and provided supporting facilities such as parking lots, toilets, places of worship and others.

Figure 2
The Principles of Public Service



Source:

Decree of the Minister of State Apparatus Empowerment Number 63 of 2004

2.3 Definition of Training

According to [10], training serves as an acts of intervention to improve organization's goods and services quality in stiff the competition by improvements in technical skills of employees. Training is viewed as a systematic approach of learning and development that improves individual, group and organization (Goldstein & Ford, 2002) in [11]. Training is the process of systematically changing employee behavior to achieve organizational goals. Training is concerned with the skills and abilities of employees to carry out their current jobs. Training has a current orientation and helps employees to achieve certain skills and abilities in order to be successful in carrying out their work [12].

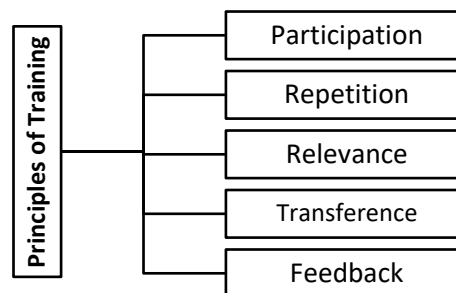
Bernadin and Russel in [13] suggest that training is any attempt to improve the performance of their responsibilities, or a job that has something to do with their job. From some of the above meanings, it can be said that training is one of the company's efforts to improve the performance of its employees so that they can work well and can provide good quality service to customers. According to Article 1 paragraph 9 of Law No. 13 of 2003 on Manpower, training is the whole activity to provide, obtain, improve, and develop work competence, productivity, discipline, attitudes, and work ethic at certain skill and expertise levels in accordance with the level and qualification of a position or job.

Before carrying out the training, Training Needs Analysis (TNA) needs to be done. Training Needs Analysis is considered to be the foundation of all training activities. In order to deliver appropriate, effective training which meets the needs of individuals and the organization and representing value for money a training needs analysis is essential [14]. [15] recommends a proactive approach to training needs where "training should be considered as a proactive process that anticipates future needs and change, and which prepares people to meet them". A

proactive approach aims to help people to learn things they do not know, build on what is already known and to contribute to better-quality work and life at work.

According to Carrel in [16] there are 8 main objectives of the training program, including: a. Improve performance. b. Improve employee skills. c. Avoiding managerial obsolescence. d. Solve problems. e. New employee orientation. f. Promotion preparation and managerial success g. Improve satisfaction for needs. h. personnel development of its employees. The training program aims to improve the mastery of various skills and work implementation techniques for current needs. Meanwhile, Sofiyandi in [17] suggests that there are 5 training principles as follows: a. Participation (participants must participate actively because with participation, participants will master and know the various materials provided faster). b. Repetition (done repeatedly because it will be faster to fulfill and remember what has been given). c. Relevance (must be related). d. Transference (training must be tailored to the needs that will be faced in the future). e. Feedback (feedback is needed to measure the success of the training).

Figure 3.
The principles of Training



Source : Sofiyandi in Probosemi (2011:22)

According to [12], training will be successful if the process fills the correct training needs. Basically, the need is to meet the lack of knowledge, improve skills, or attitudes with varying degrees of each. Training needs can be classified into: 1. Meet the needs of current demands. This need can usually be identified from the employee's performance that is not in accordance with the standard of work required in that position. 2. Meet the needs of other job demands. At any hierarchical level in a company, job rotation is often carried out. 3. Meet the demands of change. Although at this time there is no problem between the ability of the person and the demands of his position, in order to deal with the changes above, potential training can be anticipated.

2.4 Definition of Development

According to [18], human resource development is the preparation of people or employees to take higher responsibilities in an organization or company. Human resource development is closely related to increasing the intellectual abilities needed to do a better job. Development is more focused on long-term needs and the results also help employees to prepare for new technology or new product markets. [19] states that:

“Development, in reference to staffing and personnel matters, is a long term educational process utilizing a systematic and organized procedure by which managerial personnel learn conceptual and theoretical knowledge for general purposes.”

Furthermore, [20] argues that HR development is an activity that must be carried out by organizations, so that their knowledge, abilities and skills are in accordance with the demands of the work they are doing. With this development activity, it is hoped that it can improve and overcome deficiencies in carrying out work better, in accordance with the development of science and technology used by the organization. Regarding training and development, there are several experts who say that training and development is an integral part of improving employee competence. [21] argues that training and development are one unit and can be defined as a planned effort by the organization to increase the knowledge, skills and abilities of employees. Conceptual training and development can also change employee attitudes towards work. [22] suggest that:

“Training and development are term is referring to planned efforts designed facilitate the acquisition of relevant skills, knowledge and attitudes by organizations members. Development focuses more on improving the decision making and human relations skills and the presentation of a more factual and narrow subject matter.”

[22] explain that training and development is something that refers to things related to planning efforts carried out to achieve mastery of skills, knowledge, and attitudes of employees or organizational members. According to [23] the objectives of employee development concern the following: a. The productivity of employees will increase, the quality and quantity of production will be better, because the technical skills, human skills and managerial skills of employees are getting better. b. Increase power efficiency, raw material time, and reduce wear of machines. c. Reducing damage to goods, production, and machines because employees are increasingly skilled and skilled in carrying out their work. d. Reducing the accident rate of employees, so that the amount of medical expenses incurred by the company is reduced. e. Improve better service from employees to customers. f. Employee morale will be better because the skills and skills are in accordance with their work so that they are enthusiastic about completing their work properly g. The opportunity to improve the employee's career is getting bigger, because their expertise, skills and work performance are better. h. Managers are increasingly competent and quicker in making better decisions, because their technical skills, human skills and managerial skills are better. i. The leadership of a manager will be better, the human relations will be more flexible, motivation is more focused so that the fostering of vertical and horizontal cooperation is more harmonious. j. Remuneration (salary, incentive wages and benefits) of employees will increase because their work performance is getting better. k. Education and training needs to be carried out by every company because it will provide benefits for the company, employees and the consumer community.

The types of development are grouped into formal development and informal development. Formal development means that employees are assigned by the company to attend education or training, both those carried out by the company and those carried out by educational or training institutions. Formal development is carried out by the company because of current or future job demands, which are non-career or career enhancement of an employee. b. Non-formal development, namely employees on their own desires and efforts to train and develop themselves by studying literature books related to their work or position. c. Informal development shows that these employees have a strong desire to advance by increasing their work ability [23].

Meanwhile [24] expressed a different opinion. Training is intended to improve the mastery of various skills and techniques for specific, detailed and routine work implementation. On the other hand, if management wants to prepare employees to take on job responsibilities in the future, this activity is called human resource development. Development has a wider scope in an effort to improve and enhance knowledge, abilities, attitudes and personality traits. Other researchers argue that the objectives of training and development are a. Improve performance. b. Updating employees' skills in line with technological advances. c. Reduce study time for new employees to become competent. d. Help solve operational problems. e. Prepares employees for promotion. f. Fulfilling personal needs (Simamora in [25]). Employee training and development is designed to help the organization achieve its goals. Therefore, the determination of organizational training needs reflects the diagnostic stage of determining training objectives. This assessment looks at employee and organizational performance problems to determine whether the holding of training will help [26]. The reasons for the need for a training program were stated by [27] that:

“An organization should commit its resources to training activity only if in the best judgement of the managers, the training can be expected to achieve some results other than modifying employee behavior. It must also support some organizational and goal, such as more efficient production or distribution of goods and services, reduction of operating costs, improved quality, or more effective personal relation.”

The following are three sources of analysis in training and development needs: a. Organizational Analysis Training and development needs can be diagnosed through organizational analyzes. An important part of organizational strategic HR planning is the identification of the knowledge, skills, and abilities that will be needed in the future as jobs and organizations change. Both internal and external forces will influence training and should be taken into account when carrying out organizational analysis. For example, problems that result from being left behind in the technical field of existing employees and the lack of education of the workforce group to which new workers are recruited must be dealt with before the need for training becomes critical. b. Job Analysis Focuses on the tasks required to achieve company goals. Job descriptions are an important source of data for this activity [28]. It is also related to what must be taught or given in training so that the employees concerned are able to do work effectively. Job or task analysis is carried out by comparing the needs of the job with the knowledge, skills, and abilities of employees, training needs can be identified [26]. c. Individual Analysis. This activity is a step to determine individual training and development needs. The relevant questions are, "who needs to be trained?" and "What kinds of knowledge, skills and abilities do employees need?" [28]. [29] revealed that in conducting an individual analysis it takes time to make a complete diagnosis of each personnel regarding their abilities. To obtain this information can be done through achievement tests, observations, and interviews.

3 Method

This study uses a qualitative method with a phenomenological approach. There are several definitions of qualitative research methods put forward by experts. Qualitative research is defined as a methodology that provides tools in understanding the meaning in depth associated with complex phenomena and their processes in social life practices [30]. Another definition is also expressed by [31] that qualitative research is a type of research whose findings are not obtained through statistical procedures or other forms of calculation. Furthermore, [32] call

qualitative methods a method for testing and answering questions about how, where, what, when, and why a person acts in certain ways on specific problems.

This research uses phenomenology, which is an approach started by Edmund Husserl and developed by Martin Heidegger to understand or study the experience of human life. The general focus of this research is to examine the essence or structure of experience into human consciousness [33]. Phenomenology seeks to approach the object of study in a constructivist manner as well as careful observation, without including prejudice by any previous conceptions. The phenomenological method pioneered by Edmund Husserl has a bearing: *zurück zu den sachen selbst* (back to things themselves) (Dister Ofm in [34]). Phenomenology is the study of knowledge that comes from awareness or how to understand an object or event by experiencing it consciously. [35] state that Qualitative methodology using phenomenological method is a research on the world of people's lives, their subjective experiences of everyday personal life. Researchers will consistently bracketing or locking up personal assumptions of researchers so that researchers are able to see phenomena from the informant's point of view. This study aims at gathering information about the training and development to improve the employees' competencies in public service. For this reason, the phenomenological approach is very suitable to be applied in this research.

Phenomenology as a research method also has several advantages. First, as a scientific method, phenomenology can describe a phenomenon as it is without manipulating the data in it. In this condition, we as researchers must put aside our understanding of religion, customs, and science first, so that the knowledge and truth found is truly objective. Second, this method views the object of study as something intact and inseparable from other objects. This means that this approach emphasizes a holistic and non-partial approach in order to obtain a complete understanding of an object. From some of these advantages, phenomenological studies also have problems. The problem was expressed by [36] who stated that many contemporary researchers claim to use a phenomenological approach but in fact they rarely associate the method with the principles of the philosophy of phenomenology. That is what phenomenological researchers today should fix.

Data collection was carried out by in-depth interviews to obtain detailed data about the phenomenon under study. Participants in this study were determined based on purposive sampling. Interviews were conducted with 25 people from the community residing in 5 district offices (Central Jakarta, East Jakarta, West Jakarta, South Jakarta, and North Jakarta). It means 5 informants from each district office. The informants were society coming to the district office for requesting services such as ID Card, family card, licence for Small Medium Enterprises, recommendation for certificate of marriage, and letters pertaining to permits and residential status. The objective of interviewing them was to obtain data about their experience in receiving the services from the district staff. In addition, the researchers also interviewed 15 staff who were in charge of the public services (3 staff from each district). The interview was conducted with the aim of obtaining information whether staff were aware of the complaints from the people related to services they received. Due to the ethical issues, the names of the informants are not mentioned briefly in this paper.

[37] Moustakas identified five main stages in phenomenological data analysis, namely: First, making a list of expressions of participants' answers or responses. Each participant's expression of life experiences is treated equally (horizontalization). Second, the reduction and elimination of these expressions refers to the question: whether these expressions are the essence of the participant's experience and whether the expressions can be grouped to be labeled and themed. Unclear, repetitive and overlapping expressions are reduced and eliminated. Then the meaningful expressions are given labels and themes. Third, create clusters and write themes for

expressions that are consistent, don't change and show similarities. The clustering and labelling of these expressions is a core theme of the participants' life experiences. Fourth, validating expressions, labeling expressions and themes. If they are not compatible and explicit with the participant's life experiences, these expressions are discarded. Fifth, create Individual Textural Description (ITD). ITD is made by presenting validated expressions according to the themes accompanied by verbatim quotes from interviews and / or participant diaries.

4, Result

From interviews conducted with 25 community members, the following data were obtained:

Aspects	Answers from the informants (member of society)
Services received by the community from officers at the sub-district office	<p>A. Attitude of Staff</p> <ul style="list-style-type: none"> (a) Unfriendly, never smile (b) Impatient, even though they know that people have different educational background (c) Unhelpful, especially if people got problems with the digital form filling (d) Less professional appearance. Many of them wear sandals even though they are already in the office (e) Less respect to the guests (f) Less Responsive, especially to : <ul style="list-style-type: none"> - Senior People - People with Disabilities - Pregnant Women
	<p>B. Services Provided</p> <ul style="list-style-type: none"> (a) Long services (long queue and long services) (b) Uncomfortable (related to the cleanness of public facilities such as waiting room, praying room and toilet) (c) Inaccuracy, especially in typing the names or addresses (d) Unclear fees for processing the services
	<p>C. Staff Competencies</p> <ul style="list-style-type: none"> (a) Incompetent in product knowledge. Many staff are not well-informed, Many of them still do not understand the procedure and ask their partner/s to explain (b) Incompetent in communication skills with customers (c) Incompetent in problem solving

From interviews with staff in the public service department, the following data were obtained:

Aspects	Answers from the staff of District Offices
Difficulties faced by staff when serving the community	<ul style="list-style-type: none"> (a) Difficulty in finding data (b) Everyone wants to be served quickly so this often makes staff panic (c) Difficulty solving problems for certain cases that have never been encountered before (d) Difficulty dealing with angry customers
Training Implementation	<p>A. Training Implementation</p> <ul style="list-style-type: none"> (a) Training is almost never done effectively. The training that has been carried out is only with resource persons from the Ministry of Home Affairs office and not from a professional training institution so that the delivery method is less striking (b) Training that has been held is less relevant to the needs of employees in the service department

	(c) After the training is over, there is never an evaluation
Training Need Analysis (TNA)	B. Need Assessment (a) There has never been a 'need assessment' (b) Before the training was held, to find out the training needs to match the fields needed by the staff
Employee Development Program	C. Employee Development Program (a) There has never been employee development so that employees feel they do not get attention from their superiors. (b) The absence of employee development also causes employees not to get a clear picture of their career. (c) The absence of employee development causes employees to be less motivated to work better.

5. Discussion

From the analysis carried out, the results show that people who come to the sub-district office are dissatisfied with the services received from the staff in the office because of the staff's attitude and behavior factors that are less friendly, impatient, less willing to help, less respect for guests, less sensitive to elderly people, women who are pregnant as well as people with disabilities. In addition, the officers also did not try to appear professionally like people who work in offices. The staff are often seen wearing sandals even though they are serving guests. This is not in accordance with what is stated in the Decree of the Minister for State Apparatus Empowerment No. 63 of 2004 and professional ethics put forward by Dwiyanto, 2008. Apart from problems in the attitudes and behavior of officers in the service department, the public also complains about service problems which are classified as long had to wait for days but when he arrived on the promised day, the requested letter was not finished yet. In addition, less clean public facilities, such as waiting rooms, toilets, places of worship, make people who come to the sub-district office feel uncomfortable. Mistakes in typing in names and addresses were also often made by officers, in addition to costs for making certificates that were never given a receipt. In addition, the staff is also not competent in product knowledge, communication and problem solving so that if there is a problem faced, they tend to call friends to solve it. This seems less professional in front of the community and is not in accordance with the Decree of the Minister of Administrative Reform No. 63 of 2004.

From the analysis carried out in this research, data is obtained that the Training Needs Analysis (TNA) has never been carried out so that the training carried out is less relevant to what the staff in the service department need. In fact, if we want our training to run effectively, TNA must be carried out so that the objectives of training to be able to fulfill what employees need can be realized [14], [26], [28], [29]. The training that has been carried out is far from the word "relevance" to the needs of employees. In addition, training must also be adjusted to the needs that will be faced in the work (transference) and the most importantly after each training there must be an evaluation (feedback) or feedback to measure the success of the training as stated by Sofiyandi in [17].

From the interviews conducted with staff, it was found that employee development has never been carried out in the sub-district office. This is what, among others, causes a lack of motivation for employees to perform better because employees feel less attention from the institution. In addition, employees also feel that it makes no difference if they have to work better by working according to standards because nothing has changed, even though employee development is aimed at increasing employee productivity because the technical skills, human skills and managerial skills of employees are getting better. In addition, development is important so that employees are motivated to improve their competence so that they can improve service to customers [22], [23].

6. Conclusion

From the data analysis described above, it can be concluded that the community complained about three things related to the services received at the sub-district office, namely regarding the attitudes and behavior of officers, poor service received and the lack of competence of officers. However, when viewed from the perspective of the officers, there are also many problems encountered by them, including difficulties in finding customer data, the attitude of dealing with guests who want to be served quickly so that this often makes staff panic, as well as difficulties in solving problems for cases that have never been encountered before. The difficulties experienced by these officers should be able to become a concern for the institution and find a way out. One way is by holding training and development. However, unfortunately the training programs held at the sub-district office are very rare. If there is any without going through the Training Needs Analysis (TNA) so that the training is not relevant to the needs of employees. In addition, the employee development program was not running so that employees were less motivated to work better because there was no feedback from the institution, especially regarding career development for employees who can show good performance. For this reason, this research suggests that district offices hold a Training Needs Analysis (TNA) so that employee training needs are immediately identified, and can be immediately followed up with training and development programs so the competence of employees increases and the quality of public services will change for the better. For future research, the researchers recommend to conduct a study on training and development for civil servants with a different approach.

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