

**THE DEVELOPMENT OF HUMAN RESOURCES FOR STATE CIVIL APPARATUS WITH THE CORPORATE UNIVERSITY SDGs SYSTEM  
(Study of Policy Implementation of Corporate University SDGs System in  
BPSDM East Java Province)**

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**ABSTRACT**

The *CorpuS* Jatim is a policy taken by the Provincial Government of East Java in developing the human resources of the state civil apparatus with the concept of Corporate University SDGs. The *CorpuS* East Java policy has been in effect since 2021 and the main implementer is the East Java Provincial Human Resource Development Agency. This study aims to analyze the success of the implementation of human resource development for civil servants with the Corporate University SDGs system within the East Java Provincial Government using the Implementation Success Model according to G. Edward III which consists of Communication, Disposition, Resources and Organizational Structure. In this study using qualitative-descriptive research methods and data collection techniques through interviews, observation and documentation. The results of the study show that the implementation of human resource development for the state civil apparatus with the Corporate University SDGs system within the East Java Provincial Government has been successfully implemented. However, in practice there are several obstacles that become inhibiting factors in the implementation of human resource development programs. The inhibiting factors found in this study were the lack of disposition and delivery of information related to the implementation of activity events in developing the human resources of the state civil apparatus with the Corporate University SDGs system within the East Java Provincial Government.

**Keywords:** *Policy, Development, Human Resource and CorpuS*

**A. INTRODUCTION**

Technological developments in this era have made no boundary between information and human needs. Conditions like this indirectly provide impetus and, at the same time, demand the government to make changes in the public service sector. The community indirectly demands the government as the executor hoping to capture the dynamics of the community's needs for reform and transition in the public service sector.

The public's negative views of public services carried out by the government, such as the reality of extortion cases, the long service process and the lack of clarity in service procedures due to the low quality of human resources in service, have maintained a negative view of public services from the community. This creates a demand from the public for the government to make improvements

to the public service sector, especially in the human resource aspects of the state civil apparatus, which are the main actors in the delivery of public services.

In order to fulfil and respond to people's aspirations in the public service sector, the government has issued various policies to improve the quality of public services. At this time, the government is committed to updating or reforming the bureaucracy to answer governance problems that are felt directly by the community. President Joko Widodo's directives regarding Bureaucratic Reform are 1) Bureaucracy that has an impact and is felt directly by the community, 2) Bureaucratic Reform is not a pile of paper, and 3) Agile and Fast Bureaucracy.

The Provincial Government of East Java is one of the provinces that is currently committed to carrying out transformations in the human resource development sector, where the Development of State Civil Apparatus Human Resources is carried out by bringing the concept of Corporate University SDGs (CorpUS) which aims to achieve the goal of integrating the pattern of developing State Civil Apparatuses within the East Java Provincial Government.

Corporate University is conceptually interpreted as a competency development entity that acts as a strategic tool to support its parent organization in achieving its mission by organizing activities that encourage the development of knowledge, wisdom and individual and organizational learning (Allen, 2002). Corporate University is transforming the training centre's traditional learning approach into a strategic one. The comparison of the two approaches is described in the following table:

**Table 1 Comparison of Traditional and Strategic Learning Approaches.**

<b>Traditional Approach</b>	<b>Strategic Approach</b>
Reactive	Pro-active
Tactical	Strategic
Individual Development	Organizational Competence
Orientation To Training Objectives	Finding Solutions for Organizations
Individual Responsibility	Partnership With Users
Separate Between Users	Integrated
Limited Educational Opportunities	Wide Educational Opportunities
certain needs	Comprehensive Needs
No evaluation	Evaluation as the main feedback
High cost	Priority/efficiency
Training as a product	Priority is a process
Stand-alone	Synergize

**Source:** *Kemenkeu Corporate University (2016).*

Focus on the concept of Corporate University, namely on strategic issues within an organization. The difference in the process is that the Corporate University has a priority in the process, which is proactive in developing organizational competence. With the enactment of the Corporate University

policy, it is hoped that the quality of human resources will improve to impact services to the East Java Provincial Government.

This study aims to analyze the implementation of the human resource development policy for the state civil service with the Corporate University SDGs system by the East Java Provincial Government's Human Resource Development Agency. Using the Theory of Implementation Success, George Edward III explains that success in implementing a policy consists of 4 factors, namely; 1) Communication, 2) Resources, 3) Disposition, and 4) Bureaucratic Structure.

## **B. LITERATURE REVIEW**

### **Public Policy**

According to Carl Friedrich (Umi, 2018), policy is an action that leads to a goal proposed by a person, group or government in a particular environment in connection with certain obstacles while looking for opportunities to achieve goals or realize the desired goals. Meanwhile, according to Aminuddin (2010), Public policy is a set of actions or decisions by the government designed to achieve specific results expected by the public.

From the basic understanding of public policy that has been described above, the elements contained in public policy can be formulated as stated by Anderson in Widodo (2010: 14), namely:

- a. Policies always have a specific purpose.
- b. Policies contain actions or decisions of government officials.
- c. Policy is what the government does and not what the government intends to do.
- d. Public policy is positive (government action on a particular problem) and negative (government officials' decision not to do something).
- e. Public policy (positive) is always based on laws and regulations.

### **Policy Implementation**

According to Guntur Setiawan (2004), implementation is the expansion of activities that adjust to each other in the interaction process between goals and actions to achieve them. It requires a network of implementers and an effective bureaucracy. Implementation of public policy, according to Makmur (Dody, 2017), is defined as a form of thinking process and human action that is well planned, rational, efficient and effective as an effort to create regularity and order in various state or government tasks in order to create welfare based on justice and equity. Meanwhile, according to Van Meter and Van Horn (Agustino, 2017), the implementation of public policy is defined as:

*“An action that includes efforts to convert decisions into operational actions within a certain period of time and to continue efforts to achieve big and small changes determined by policy decisions made by public organizations directed at achieving goals - goals that have been implemented”.*

On the other hand, in policy implementation studies, there is a public policy implementation model concept. The implementation model of George Edwards III (1980) is the "Model Direct and Indirect Impact on Implementation". George Edwards III thoughts (1980) the successful implementation of public policy is

influenced by factors that support and hinder the success of policy implementation. According to George Edwards III, the factors for the successful implementation of public policy are communication, resources, dispositions and bureaucratic structure.

### **Corporate University**

Corporate University is defined as a competency development entity that acts as a strategic tool to support the organization in achieving its mission by organizing activities that encourage the development of knowledge, wisdom and individual and organizational learning (Allen, 2002).

Meanwhile, Meister (1998) states that the Corporate University is a centralized strategic tool in education and human resource development by changing organizational culture and fostering employee development. In a narrow sense, namely, an increase in knowledge by all employees because the development of knowledge will never stop according to the development of the times, developments in information technology, and the needs of organizational stakeholders.

The learning framework implemented in the Corporate University can be seen based on the following characteristics:

- a. Applicable or easy to learn through the preparation of action learning applications.
- b. Relevant, carried out according to needs, right on target, and up to date.
- c. Impactful, namely having a direct impact on improving organizational performance as measured by learning impact measurement.
- d. Accessible, that is, it must be easily accessible where, when, and from anywhere.

### **C. RESEARCH METHOD**

The research method in this study is a qualitative approach. Miller defines qualitative research as a particular way of knowledge based on observations of humans or the environment. This qualitative research can show a phenomenon such as people's lives, behavior, organizational functionalization and social movements.

This study aims to describe how the human resources of the state civil apparatus are developed with the Corporate University SDGs system within the East Java Provincial Government. The data were obtained from interviews, observations and documentation within the East Java Provincial Government's Human Resources Development Agency. The primary data in this study results from interviews with implementing informants who have the knowledge and ability to explain the development of the state civil apparatus with the Corporate University system within the East Java Provincial Government. Meanwhile, secondary data comprises documents and journal articles related to the Corporate University concept.

Data analysis in this study refers to data analysis. Miles and Huberman state that the data collected is analyzed qualitatively using words arranged in a text. The data analysis stage for Miles and Huberman consists of data collection, data

reduction, data presentation, and concluding/verification, meaning that qualitative data analysis is inductive, namely data analysis obtained directly from the field.

#### **D. FINDINGS AND DISCUSSION**

##### **State Civil Apparatus Human Resource Development Policy**

The human resource development policy with the Corporate University system by the Human Resources Development Agency within the East Java Provincial Government aims to create competent state civil servants who have broad insights and can keep up with the times. The implementation of the Corporate University concept is regulated by the *Peraturan Gubernur Jawa Timur Nomor 59 Tahun 2021* concerning Integrated Learning Systems (Corporate University), which aims to answer the challenges of reform in public services, which until now still have negative evaluations from a public perspective.

The competency development of human resources for the state civil apparatus by *BPSDM* East Java Province with the Corporate University system uses learning principles consisting of 1) Integration, 2) Participation and 3) continuous. The principle of integration is meant to implement development carried out in an integrated manner, integrated into the curriculum and open to collaboration. In this case, integration and collaboration are expected to create a more comprehensive learning process.

The participative principle in the implementation of the development of the state civil human resources apparatus using the Corporate University system within the East Java Provincial Government is intended in the implementation of the development of the state civil apparatus resources to encourage the involvement and active role of all elements and components of the organization in realizing the goals and objectives of implementing development competence of state apparatus resources. Meanwhile, the principle of sustainability in implementing the competence development of state apparatus resources with the corporate university system is meant to pay attention to sustainability and the availability and carrying capacity of available resources.

Development of the human resources of the state civil apparatus with the Corporate University SDGs system consists of many programs and activities. In contrast, the programs and activities consist of four main areas: the Basic and Managerial Competency Development Sector, Competency and Technical Development Sector, Functional and Socio-Cultural Competency Development Sector, and Competency Teaching Development Sector.

##### **Analysis of the Human Resource Development Policy Implementation for the State Civil Apparatus**

This study analyzes the human resource development policy implementation for the state civil apparatus with the Corporate University SDGs system within the *BPSDM* East Java Province. Here the researcher uses the Implementation theory by Edward III as the primary reference for answering the existing problem formulation. According to Edward III (George Edward III, 1980), policy implementation is a crucial process because no matter how good a policy is, if it is not adequately prepared and planned for its implementation, then the goal of public policy will not be realized. Edward also stated that four crucial variables

influence policy implementation, namely 1) Communication, 2) Resources, 3) Disposition, and 4) Bureaucratic Structure.

### **Communication**

To measure good communication in the thought of George Edward III can use three forms of communication channeling, namely Transmission; good communication channeling will also produce an exemplary implementation. The clarity of communication, information or policies that are handed down must be clear so that policy implementers are clear in carrying out existing policy rules. Consistency, the orders given in implementing the policy must be clear and consistent to avoid any changes that confuse implementers in the field.

The study results show that policymakers for developing civil servants' human resources with the Corporate University system on communication variables in formulating East Java *CorpuS* policies have communicated well. In this case, it can be seen through the Memorandum of Understanding between the East Java Provincial Government and the Ministry of Home Affairs and the State Administration Agency in establishing the East Java University Corporate Policy. In addition, the East Java *CorpuS* policy has also been socialized intensely to all levels of the State Civil Apparatus within the East Java Provincial Government. The socialization was carried out directly on program activities and the website and social media of *BPSDM* East Java Province.

In addition, the clarity aspect of the human resource development policy for the state civil apparatus with the Corporate University system within the East Java Provincial Government is clear. This can be seen in the *Peraturan Gubernur Jawa Timur Nomor 59 Tahun 2021* concerning the Integrated Learning System (Corporate University) in Developing the Competence of State Civil Apparatuses. On the aspect of consistency, the research results show that the consistency of the executors has shown good consistency. It can be seen through the existence of outreach activities, meetings, and coordination in implementing programs that encourage the achievement of the objectives of implementing the human resource development policy for the state civil apparatus with the Corporate University system within the East Java Provincial government.

### **Resource**

Resources are the second factor that can make an implementation run very well, so even though the contents of the policy have been communicated clearly and consistently if the implementer needs more resources, the implementation will take place effectively. Based on research results, the human resource development policy implementation for the state civil apparatus with the Corporate University system within the East Java Provincial Government shows that human resources are available. Likewise, budgetary resources in implementing *CorpuS* East Java policies are very available, which is based on the research results on the available budget in the Human Resource Development Program of Rp. 80,628,927,026.

Based on research results, the availability of facilities and infrastructure resources in implementing human resource development for the state civil apparatus with the Corporate University system shows that they are well available. As in its implementation, the infrastructure consists of the availability

of computer equipment and an integrated portal system, Bang Kodir, to support implementing the *CorpuS* East Java policy.

Finally, on the aspect of Authority Resources in the implementation of human resource development for the state civil apparatus with the Corporate University system based on the results of research on the source of authority in implementing the Human Resource Development for State Civil Apparatuses with the Corporate University System, it can be seen from each task and function of each sub-section in implementing the development of the human resources of the state civil apparatus with the Corporate University SDGs system within the East Java Provincial Government. The duties and functions can be seen in Article 10 of the *Peraturan Gubernur Jawa Timur Nomor 59 Tahun 2021* concerning Integrated Learning Systems (Corporate University) in Developing the Competence of State Civil Apparatus.

#### **Disposition (Commitment)**

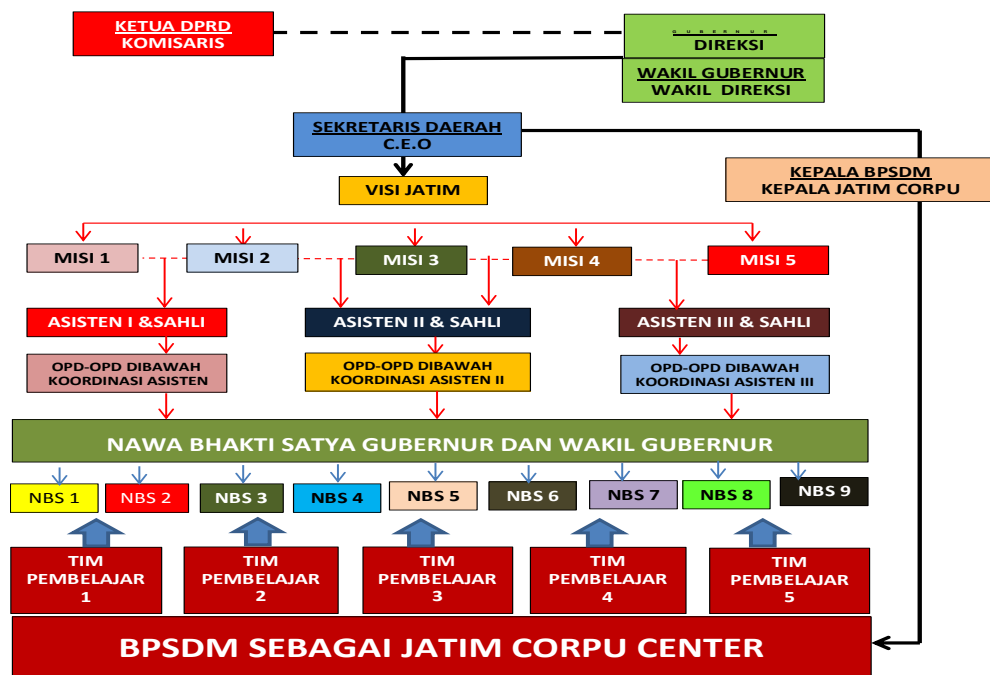
Disposition is defined as the attitude or sincerity of policy actors in implementing the policy itself. In another sense, the meaning of this disposition is the attitude of public policy actors seriously so that the goals and objectives of the policy can be realized. In implementing the development of human resources for the state civil apparatus with the Corporate University system within the East Java Provincial Government by *BPSDM* East Java Province, based on the results of research observations, the authors have shown a good attitude in its implementation. The proof of commitment to implementing the *CorpuS* East Java policy can be seen from implementing all programs and activities, such as webinars, training, training and workshops that have been carried out to date.

#### **Organizational Structure (Executor)**

According to G Edward III, an excellent bureaucratic structure must have Standard Operating Procedures (SOP) and fragmentation implementation. This variable is the fulcrum of the implementation of a public policy. This happens because a very complex policy will require the cooperation of many parties, so when the bureaucratic structure is not conducive to existing policies, it will cause resources to become ineffective and unmotivated and hinder the implementation of policies.

The implementation of human resource development for the state civil apparatus with the Corporate University SDGs system within the East Java Provincial Government based on the results of the author's research already has a straightforward implementation structure. It can be seen in the *Peraturan Gubernur Jawa Timur Nomor 59 Tahun 2021* concerning Integrated Learning Systems (Corporate University) in Developing the Competence of State Civil Apparatuses. Article 9 explains that the East Java CorpU organizers consist of

- a. Trustees (Governor and Deputy Governor)
- b. Director (Regional Secretary and Assistant Regional Secretary)
- c. Executor (Human Resource Development Agency and Head of Regional Apparatus)
- d. Expertise groups (*ASN*, academics or professionals who have expertise and competence in specific fields).



**Figure 1 Implementing Structure *CorpuS* East Java**

Source: *BPSDM Jawa Timur*

### **Inhibiting Factors in the Implementation of Human Resource Development for State Civil Servants with the Corporate University System in the Government of East Java Province**

The reality in a policy implementation often arises that there are obstacles in the process. The existence of obstacles in implementing a policy program is one of the cycles in which policy actors can solve problems in implementing a policy program as the settlement aims to make the goals and objectives of implementing policy program easy to achieve.

The inhibiting factors in the implementation of human resource development for the state civil apparatus with the Corporate University system by *BPSDM* East Java in this study that the authors found were the lack of commitment from *ASN* as the target of policy implementation and the lack of disposition and delivery of information related to the implementation of activity events in resource development state civil servants with the Corporate University *SDGs* system within the East Java Provincial Government.

### **E. CONCLUSION**

The human resource development policy with the Corporate University system by the Human Resources Development Agency within the East Java Provincial Government aims to create competent state civil servants who have broad insights and can keep up with the times. The implementation of human resource development with the Corporate University system by the Human Resource Development Agency, based on the research results of the researchers, concluded that it had been carried out well.



However, in practice, several obstacles still impede the implementation of the human resource development of the state civil apparatus, namely the need for more commitment from the state civil apparatus as the target of policy implementation. In addition, there needs to be more disposition and delivery of information related to the implementation of activity events in developing the human resources of the state civil apparatus with the Corporate University SDGs system within the East Java Provincial Government.

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