

Human Resource Development for Strengthening Public Service Capacity at the Central Sulawesi Provincial Education Office

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Abstract

Human Resource Development (HRD) is a cornerstone of bureaucratic performance and the primary driver for achieving excellence in public service quality. However, the Central Sulawesi Provincial Education Office faces significant challenges, including competency gaps, suboptimal training programs, and a lack of synergy between individual development and organizational strategic goals. This research employs a descriptive qualitative approach to analyze the dynamics of HR planning, implementation, and evaluation within the institution. By integrating Mangkunegara's classic HR framework with modern management principles, this study introduces a novelty in the form of a Digital-Based Public Service HR Model. This model emphasizes eight core pillars: Digital Competency Development, Competency-Based Placement, Alignment with Strategic Goals, Performance-Based Training, Mentoring and Coaching, Continuous Evaluation, Innovation Incentives, and Total Integration of HR Development with Digital Transformation. The findings reveal that shifting from traditional, ceremonial training to a data-driven, outcome-oriented approach is essential to equip civil servants for the digital era. Ultimately, this research provides a strategic framework for public sector institutions to build an adaptive, innovative, and high-performing workforce, bridging the gap between bureaucratic routine and the demands of modern digital public service.

Keywords: Human Resource Development, Public Service Quality, Digital Transformation, Public Sector HR Management, Central Sulawesi Provincial Education Office.

INTRODUCTION

The era of globalization has sparked fundamental shifts in public expectations regarding service quality, including within the education sector (Dwiyanto, 2010). The Central Sulawesi Provincial Education Office carries a significant responsibility to deliver effective, efficient, and accountable educational services. Ultimately, achieving this level of service excellence relies heavily on professional human resources whose capabilities align with modern demands (Hasibuan, 2017; Zainal et al, 2015). As a strategic organizational asset, human resources play a pivotal role in driving the success of the educational bureaucracy.

However, the educational bureaucracy in Central Sulawesi continues to grapple with classic hurdles: minimal competence, suboptimal training programs, low initiatives for self-development, and weak continuing education pathways. These issues directly undermine the quality and responsiveness of public services. As Mangkunegara (2015) emphasizes, training, education, and development serve as the three main pillars of human resource management—pillars that must be seamlessly integrated into a public-service-oriented HR development system.

In practice, persistent challenges continue to surface, ranging from training orientations disconnected from actual needs and a lack of impact evaluations, to minimal innovation in learning methods for state civil servants (ASNs). Monotonous employee education programs often lead to competency stagnation, leaving organizations ill-equipped to adapt to policy shifts and technological advancements (Siagian, 2018; Wibowo, 2020). This situation is further compounded by limited incentives for continuing education and a disconnect between civil servant training and institutional needs.

According to Mangkunegara (2015), training is a planned, structured effort designed to sharpen employees' skills, knowledge, and attitudes so they can meet organizational performance standards. Yet, budget constraints, uneven participant distribution, and low top-management involvement remain major roadblocks to executing human resource development programs at the Central Sulawesi Provincial Education Office (Sutrisno, 2016). This mismatch between educational outcomes and institutional demands points to weak HR development planning (Nawawi, 2016), leaving employees struggling to apply what they learn to their daily work.

Effective human resource development goes far beyond merely increasing knowledge; it must also cultivate innovation, autonomy, and leadership among civil servants (Mangkunegara, 2015). This requires robust support through mentoring, coaching, job rotation, and organizational culture strengthening. Research by Mardiasmo (2004) highlights that the success of public services heavily relies on HR development methods that remain adaptable to changing external and internal environments.

On a broader scale, research by Knies et al. (2015) points out that since the 1990s, numerous studies have established the positive impact of Strategic Human Resource Management (SHRM) on organizational performance, primarily within the private sector. Nevertheless, empirical research on SHRM in the public sector remains relatively scarce, despite the sector's critical importance and unique challenges, such as resource constraints and high accountability demands. Early studies in the public sphere suggest that SHRM yields similar positive effects on employee motivation and performance. Consequently, exploring SHRM in the public sector is vital for understanding the intricate relationship between HR practices, employee attitudes, and organizational outcomes.

This perspective is further reinforced by Mylona & Mihail (2020), who shed light on the rarely explored viewpoints of public sector employees—specifically regarding the drivers of civil servant work attitudes and behavior. Based on a survey of civil servants, their study found that organizational support significantly shapes employees' perceptions of professional development, with supervisory support acting as a crucial mediator. These findings underscore the vital role supervisors play as organizational representatives.

Furthermore, aligning with the job demands-resources model and social exchange theory, employees who receive training and development incentives tend to exhibit higher commitment and positive organizational behaviors. The perception that an organization genuinely invests in employee growth successfully bridges the gap between organizational/supervisor support and employee performance outcomes.

Together, these studies highlight that strategic human resource management remains indispensable for elevating the quality of public organizations. In light of this urgency, the researchers believe there is a compelling need for targeted research within the education-oriented public sector.

The Education Office needs to view human resource development as a long-term investment rather than a mere administrative formality (Robbins & Judge, 2017). This mindset is vital for building an educational bureaucracy capable of confronting the rapid challenges of technological advancement (Suwarno, 2016). Moreover, the ongoing digitalization of educational services demands innovative HR strategies to ensure civil servants can seamlessly adapt to emerging technologies. Digital literacy, application adoption, and data security have officially evolved into critical, everyday needs.

Admittedly, competency-based HR development tailored to institutional needs has yet to function at its peak. Consequently, this leads to performance disparities among employees and delays the realization of the Education Office's core vision: improving public service quality (Denhardt & Denhardt, 2015). Therefore, a cohesive, well-planned HR development strategy rooted in Mangkunegara's paradigm of training, education, and development is an absolute necessity for elevating educational public services across Central Sulawesi Province.

Furthermore, a significant research gap in regional education office HR development is the scarcity of in-depth studies examining the integration of competency-based HR strategies with local-level public sector performance management policies, particularly within the context of the Indonesian educational bureaucracy. Most prior studies tend to focus on general aspects of training and education without specifically analyzing how adaptive HR development models address the demands of digitalization and public service innovation at the regional level (Vermeeren et al. 2013).

This study seeks to bridge this gap by offering a rigorous empirical analysis of the dynamics behind HR development planning, implementation, and evaluation within the Central Sulawesi Provincial Education Office. It considers both internal policy dimensions and external pressures, such as the push for service digitalization and bureaucratic reform. Going beyond a purely local framework, this research compares its findings against international best practices in public sector HR management (Rainey, 2003; OECD, 2017; Van der Voet et al., 2015), thereby reinforcing its academic credibility through a blend of national and international literature.

Ultimately, the primary contribution of this research is to introduce a fresh conceptual perspective emphasizing the integration of digital competency, performance management, and innovation within public education HR development. This study introduces a fresh

perspective by shifting traditional HR management into the digital public service ecosystem through eight core pillars: 1). Digital Competency Development; 2). Competency-Based Employee Placement; 3). Alignment Between Individual Development and Organizational Needs; 4). Performance-Based Training; 5). Mentoring and Coaching; 6). Continuous Evaluation; 7). Innovation in Public-Sector HR Development, and; 8). Integration Between HR Development and Digital Public-Service Transformation

The findings are expected to enrich existing literature by contributing empirical evidence from the local Indonesian context, while offering actionable implications for designing competitive, change-adaptive HR strategies (Van der Wal, 2017).

LITERATURE REVIEW

Strategic Human Resource Management in Government

Modern public management emphasizes the importance of effectiveness, efficiency, public participation, and citizen satisfaction as benchmarks for the success of public services (Denhardt & Denhardt, 2015; Dwiyanto, 2018). In public management, human resources are viewed as the primary driving force of bureaucracy. An outcome-based management approach requires agencies to develop human resource management systems that can produce superior public services (Bafadhal, 2021). Educational public management requires bureaucratic leaders to be able to innovate, drive organizational transformation, and adapt human resource policies that favor excellent service (Hariandja, 2017).

Public-Sector HR Development

Human resource development is a systematic process for acquiring, improving, and maintaining the competencies required by an organization through regular learning, training, and career advancement (Armstrong, 2014; Werther & Davis, 2018). An effective human resource development model requires alignment between institutional needs and the types of training, education, and development provided to civil servants (Wibowo, 2020; Halim, 2020). Human resource development in the public sector not only improves individual performance but also the overall bureaucracy in providing responsive and professional public services (Rivai, 2016; Hasibuan, 2017).

The human resource development model put forward by Andrew E. Sikula (in Dahiya et al, 2022) shows that there are five main components in the development process, including:

1. The aim of Human Resources (HR), the main aim of Human Resources (HR) is to ensure the availability of competent workers in order to support the running of business within an organization. Human resources are managed in such a way that they are effective and successful in order to achieve the goals and mission of an organization, these goals are broken down into four more operational goals, namely:
 - (1) Societal goals, namely to be socially responsible and to address societal challenges.
 - (2) Organizational goals: Human resource management, in this case, serves as a tool to help achieve the organization's overall goals.
 - (3) Functional goals: To ensure the optimal implementation of human resource tasks. Therefore, human resources must perform their functions effectively.
 - (4) Personnel goals: Human resource management leads to the achievement of employees' personal goals, such as improving their well-being, career development, and so on. This will provide motivation and retention for employees.
2. Organizational planning. Planning can be considered the core of management. It can help reduce future uncertainty. Human resource planning is essential for recruitment, selection, training and development, and other personnel activities within an organization.
3. Human resource (HR) auditing is an activity to assess or evaluate activities within Human Resources (HR) carried out in an organization to determine whether they have carried out their functions properly.
4. Human Resources (HR) forecasting is an activity to estimate a company's ability to recruit employees with the skills needed. In forecasting availability, HR managers will examine internal resources (i.e., the company's or organization's own employees) through HR audit estimates. The primary focus of HR forecasting is on forecasting the human resource needs of an organization or government.
5. Implementation of human resources (HR) programs

Competency-Based Civil Service Development

In addition to the human resource development described previously, Mangkunegara (2015) states that human resource development consists of three core aspects: training, education, and development. These three aspects must be implemented in an integrated manner to achieve changes in employee behavior and motivation.

1. Training is defined as an effort to improve the technical, functional, and behavioral skills required to carry out tasks. Training is conducted through in-class, on-the-job, and digital approaches to ensure optimal knowledge transfer (Mangkunegara, 2015; Robbins & Judge, 2017).
2. Education means strengthening the knowledge, insight, and character of employees through formal and informal educational programs. Education is aimed at enabling civil servants to understand the vision, mission, and values of current public services (Bafadhal, 2021; Siagian, 2018).
3. Development focuses on expanding civil servant capacity, encompassing leadership development, innovation, adaptability, and fostering a progressive mindset (Nawawi, 2016; Mangkunegara, 2015).

Public-Sector Workforce Capability

Mangkunegara emphasizes the importance of systematic and continuous management of these three aspects. Training encourages technical improvements, education hones intelligence, and development builds civil servant character and leadership (Mangkunegara, 2015; Robbins & Judge, 2017). All three contribute to creating work-ready and innovative civil servants who can face the challenges of public service. The Mangkunegara Model (2015) provides a strong foundation for bureaucratic education in Indonesia. Aligning with international frameworks and strengthening the role of adaptive training can improve the quality of public services, as evidenced by studies by Kim (2020) and Schlosser et al. (2022), which found a positive association between strategic human resource development and organizational performance.

RESEARCH METHODS

The research approach used was descriptive qualitative, aiming to analyze and describe in depth the process of human resource development in improving the quality of public services at the Central Sulawesi Provincial Education Office. Qualitative descriptive methods are highly relevant in this research because they provide a deep understanding of the various phenomena being studied. In an effort to identify structural and cultural barriers to human resource development at the Central Sulawesi Provincial Education Office, this method allows researchers to obtain a comprehensive picture of the internal dynamics of the organization, norms, values, and habits that can pose obstacles. Through interviews and document analysis, researchers can explore the experiences, perceptions, and perspectives of the actors directly involved, ensuring that the obstacles identified truly reflect the situation on the ground.

Furthermore, in analyzing the effectiveness of digital competency-based training, education, and development strategies, a qualitative approach allows researchers to explore program implementation in depth. Researchers can explore how the strategy is implemented, the challenges faced, and the factors that support or hinder the program's success. Thus, the data obtained is not limited to statistics but also includes valuable contextual information. Therefore, qualitative descriptive methods are considered the most appropriate because they are able to uncover meanings, processes, and social dynamics that cannot be expressed quantitatively, and they yield a more comprehensive understanding of the issues faced in human resource development in the era of digital transformation.

In determining the informants for this study, the researcher used a purposive model, which emphasizes the researcher's decision in determining the right informants for this study. The informants are:

- 1) Head of the Central Sulawesi Provincial Education Office
- 2) Secretary of the Central Sulawesi Provincial Education Office
- 3) Head of Branch Office Region I, Central Sulawesi Provincial Education Office
- 4) Two employees at the Central Sulawesi Provincial Education Office.

Secondary data was collected from regulatory documents, internal reports, and supporting research results.

The data analysis process in this study follows the model of Miles, Huberman, and Saldaña (2020), which consists of three main stages:

- (1) Data Collection, Data was collected in two stages: interviews with predetermined informants and secondary data in the form of documents to support the research. The informants in this study were individuals at the Central Sulawesi Provincial Education Office.
- (2) Data reduction, namely the process of selecting, focusing attention, and transforming raw data into meaningful information. Data will be selected based on interview results that are in accordance with the research to be conducted, so this process refers to primary data filtration.
- (3) Data presentation, where the reduced data is organized so that its meaning can be drawn. The reduced data will be displayed based on the suitability of the data required by the researcher.

Conclusion drawing/verification, namely analyzing patterns, themes, and relationships between data to gain a complete understanding of the phenomenon being studied. Validation of data validity is carried out through triangulation of sources and methods, testing credibility, dependability, and confirmability. This refers to the condition where the researcher will carry out the data triangulation process and carry out the required data analysis by paying attention to information obtained from informants, secondary data that can strengthen arguments and be strengthened by previous research related to human resource development in the public sector or specifically in the Education Office.

RESULTS AND DISCUSSION

Training

The training conducted by the Central Sulawesi Education Office includes technical administration training, educational application usage training, and digital-based competency training (Subekti, 2021). This training is considered crucial in response to the demands of digitalizing public services. Interviews indicate that the training has been able to boost the basic skills of civil servants (ASN), although in some aspects, there is still a lack of time allocation and a lack of applicable materials to meet the daily needs of ASN (Prasojo & Prabowo, 2013). One of the main challenges in implementing the training is limited funding and limited training resources for trainers who truly understand the developments in digitalization in education

(Sutrisno, 2016). This impacts the continuity of the training program, resulting in incomplete follow-up training.

Research findings indicate that the majority of training participants felt they gained new knowledge, but complained about a lack of monitoring and evaluation, resulting in the training not being fully implemented in their work. Soft skills-based training (such as communication, excellent service, and conflict management) still receives less attention than technical training. In fact, soft skills play a significant role in improving service ethics (Hasibuan, 2017; Hariandja, 2017). Training implementation that adopts blended learning is considered efficient and effective in facing the challenges of the era of technological disruption, although some employees are unfamiliar with online methods (Halim, 2020; Rivai, 2016).

The above explanation is supported by the arguments of informants in this study, namely the Head of the Central Sulawesi Provincial Education Office:

"Training is still being conducted, but the main limitation is the training providers. We are waiting for the Central Sulawesi Provincial Human Resources Development Office to open training so that civil servants in the Education Office can participate."

Furthermore, Head of the Regional Office Branch I Central Sulawesi Provincial Education Office reveal:

"The training provided is still limited due to budget constraints, and we also need to coordinate with the Human Resources Development Office of Central Sulawesi Province to provide the necessary training."

Both informants acknowledged that the main problem was indeed limited funds. This was because the training that employees at the Central Sulawesi Provincial Education Office would attend was not organized by the Office itself, but rather waiting for training to be held by the Central Sulawesi Provincial Human Resources Development Agency. In addition, the researcher also found that from interviews with the Secretary of the Central Sulawesi Provincial Education Office which reveals that:

"Training requires costs, but the costs are borne by the employees who wish to participate in the training and are not covered by the Central Sulawesi Provincial Education Office."

Besides that, two employees at the Central Sulawesi Provincial Education Office, the training to be attended required costs, and these costs were purely paid by the parties who would attend the training and were not provided by the Education Office or the Central Sulawesi Provincial Government.

Although some employees participated in the training, overall, the training served as a catalyst in improving human resource readiness for the acceleration of educational technology and public services (Mangkunegara, 2015). However, the training curriculum needs to be adjusted to reflect performance evaluation results to ensure a tangible impact. Therefore, several things are needed, which according to researchers can be implemented by the Central Sulawesi Provincial Education Office, including: blended learning requires digital orientation, micro-learning modules, and mandatory project assignments implemented in work units so that training does not stop during the implementation of the training.

This study shows that in reality the training aspect does not necessarily run as it should, this is due to the fact that in participating in training, employees at the Central Sulawesi Provincial Education Office must pay personal expenses and this requires quite a large cost. The statement put forward by Andrew E. Sikula (in Yasin, 2011) that to achieve organizational goals, human resource development is needed. However, in fact, the Central Sulawesi Provincial Education Office does not have a support system from the organization itself so that the training aspect in this study does not run according to what is desired, namely to improve the quality of service through human resource development for Central Sulawesi Provincial Education Office employees.

Education

Continuing education is a key strategy for improving the competency of civil servants within the Education Office. Structural officials encourage civil servants to pursue further studies (Master's/Doctoral degrees) (Siagian, 2018; Bafadhal, 2021). Formal and non-formal education are aimed at enabling civil servants (ASN) to understand developments in educational theory and management, and to apply educational findings to public service practice (Nawawi, 2016).

Based on the results of the researcher's interviews with the Head of the Central Sulawesi Provincial Education Office:

"Activities such as employee education are carried out by the Human Resources Development Service of Central Sulawesi Province, so we are waiting for them to open the activity and provide the names of those who will participate in the activity from the Education Office."

Furthermore the Secretary of the Central Sulawesi Provincial Education Office, Stating that:

"Just like training, special education is also provided by the Central Sulawesi Provincial Human Resources Development Office. So, we look forward to seeing what activities they organize."

The explanation above reveals that it was non-formal education such as training or employee competency improvement activities for employees at the Provincial Education Office were carried out with reference to activities organized by the Central Sulawesi Provincial Human Resources Development Agency. Furthermore, the researcher also found facts from the results of interviews with the Head of the Regional Office Branch I and two employees at the Central Sulawesi Provincial Education Office, that in the aspect of formal education such as continuing master's or doctoral studies, they were given the opportunity by processing a Study Assignment Letter at the Central Sulawesi Provincial Regional Personnel Agency. Explanation of Head of the Regional Office Branch I Central Sulawesi Provincial Education Office :

"Regarding the educational aspect, we were given the opportunity to pursue higher studies. Some of our friends are pursuing Master's degrees, while others are currently pursuing doctoral degrees."

Research indicates that many employees who have completed further education demonstrate improved performance, particularly in preparing reports, managing administration, and delivering public services (Wibowo, 2020; Robbins & Judge, 2017). However, some employees complain about high workloads and a lack of synergy between educational programs and organizational needs (Armstrong, 2014). This results in low incentives for civil servants to pursue continuing education.

Interviews with informants in this study revealed that those with higher degrees (e.g., Master's or Doctoral degrees) are often given a significant amount of work, given their educational background, which indirectly allows them to handle more work. However, they also complained about this heavy workload. When given a study assignment letter, they were not given any dispensation regarding the work they were doing, leading some employees to believe that pursuing higher education would interfere with their work. This is as expressed by employees at the Central Sulawesi Provincial Education Office, that:

"When we have a higher educational background, we are also given a workload that I think is quite heavy. Yet, it's the formal education that increases, not the soft skills acquired through training."

Civil servant education is not solely oriented toward improving academic skills but must also train employees to think critically, creatively, and innovatively to support excellent service (Subekti, 2021). Informal study and training, such as seminars, workshops, and online learning, provide alternatives for employees who struggle to pursue formal education (Hamdani, 2022). It is crucial for the Education Office to develop a matrix of civil servant education needs based on educational analysis to ensure that human resource capacity development is truly targeted and supports the vision of quality education services (Bafadhal, 2021).

From the results of the research conducted, the researcher concluded that the education aspect is basically running as it should, where employees are given the opportunity to pursue formal education (continuing studies) as well as informal education (training and competency development). However, problems arise when there is a demand that the education undertaken must be in accordance with the needs of the organization, or in this case the Central Sulawesi Provincial Education Office. Therefore, the researcher sees the need for an SOP that accommodates the requirements for continuing studies, which must have a Medium-Term or Long-Term Development Plan of the Central Sulawesi Provincial Education Office.

Development

Civil servant development encompasses more than just training and education, but also encompasses career planning, job rotation, coaching, and mentoring (Mangkunegara, 2015; Werther & Davis, 2018). The Department of Education has initiated a merit-based human resource development initiative, particularly in the promotion process for civil servants deemed to possess competence, integrity, and relevant experience (Bafadhal, 2021; Rivai, 2016).

This is crucial, given that job promotions must be competency-based. However, in reality, these promotions are not balanced with competency. For example, researchers observed that, based on 2025 data, some employees were placed in positions that did not align with their basic competencies. Furthermore, a surprising finding was that the Head of the Central Sulawesi Provincial Education Office had a background in Health Education.

Research has found that developing civil servant potential through job rotation is highly effective in increasing adaptability, broadening horizons, and reducing competency gaps between individuals (Siagian, 2018). Coaching and mentoring are popular tools for civil servants to share experiences and find solutions to work problems. Monitoring and feedback from direct superiors have been shown to increase work motivation (Robbins & Judge, 2017; Mardiasmo, 2018).

The above is also reinforced by statements made by the Secretary of the Education Office and the Head of the Regional Office I Branch of the Central Sulawesi Provincial Education Office, where they agreed that job rotation within the Education Office aims to enrich employee competencies and improve work quality in terms of equal workload distribution. Regarding mentoring, the Head of the Central Sulawesi Provincial Education Office stated that:

"The mentoring is carried out by direct superiors, so that employees within the Central Sulawesi Provincial Education Office can receive direction that is in line with what they do."

Digital-based development, such as e-learning and knowledge management, has begun to be adopted but still faces challenges in terms of infrastructure and learning habits of civil servants (Halim, 2020; Hamdani, 2022). This aligns with statements from two employees at the Central Sulawesi Provincial Education Office, who stated that they found it difficult to adapt to technological developments that required them to work remotely.

Regular evaluation of civil servant development is necessary to ensure each individual develops in accordance with organizational goals and makes an optimal contribution to the quality of public services (Hariandja, 2017; Hasibuan, 2017). Strengthening organizational culture, cross-sector collaboration, and innovation incentives are supporting factors for the success of human resource development programs within the Central Sulawesi Education Office.

Based on the results of the research conducted, researchers concluded that civil servant development is not only limited to training and education, but also includes career planning, job rotation, coaching, and mentoring to improve competence and performance. Referring to what was stated by Mangkunegara (2015) with Werther & Davis (2018), that development is an important point in the human resource development process. However, its implementation

is still not fully competency-based. There are cases of employee placement that does not match basic competencies, such as the Head of the Central Sulawesi Provincial Education Office who has a background in health education. Job rotation, coaching, mentoring, and monitoring by direct superiors have proven effective in increasing adaptation, motivation, and workload equality (Siagian, 2018; Robbins & Judge, 2017; Mardiasmo, 2018). The use of digital technology in development still faces challenges in infrastructure and employee adaptation (Halim, 2020; Hamdani, 2022). Regular evaluation, strengthening organizational culture, cross-sector collaboration, and innovation incentives are needed to support the success of the HR development program within the Central Sulawesi Provincial Education Office (Hariandja, 2017; Hasibuan, 2017).

Discussion

Human Resource Development (HRD) plays a critical role in sustaining any organization and directly elevates the quality of public service. Based on the study, while Civil State Apparatus (ASN) training at the Education Office of Central Sulawesi Province covers administration, educational applications, and digital competencies, it still struggles with budget constraints, materials that often lack practical application, and a shortage of monitoring and evaluation—ultimately hindering optimal results.

Additionally, although opportunities are provided for ASNs to pursue formal (advanced studies) and non-formal education, complaints persist regarding heavy workloads and a weak synergy between educational programs and actual organizational needs, signaling a clear need for proper SOPs and educational needs mapping. Furthermore, career development initiatives, including job rotation, coaching, mentoring, and digitalization have been implemented, but challenges remain: non-competency-based placements, hurdles in tech adaptation, and the urgent need for continuous evaluation, strengthened organizational culture, and innovation incentives to ensure effective HR development and enhanced public service quality.

To address this, the researcher highlights that the study is anchored in the classic framework of Mangkunegara as its foundational core. These core concepts include:

Competency Needs Analysis: This model was initiated by the discovery of a mismatch between the actual competencies possessed by ASNs and the practical demands of their roles

in the field. HR audits indicate that conventional skill identification approaches are no longer adequate. Therefore, this model expands upon Mangkunegara's framework through a data-driven approach. Competency needs analysis has become both crucial and urgent because, in the era of digital transformation, skill shifts occur rapidly and very specifically. Consequently, agencies must ensure employee readiness right from the very beginning

Performance-Based Training Planning: Empirical findings indicate that past training and education programs have often amounted to mere ceremonial activities, bringing no significant impact on daily performance enhancement. In response, this model mandates the integration of real performance evaluation data with training planning. This step expands Mangkunegara's original framework, which initially focused on routine training into a reactive-strategic training model rooted in actual performance needs. The urgency lies in the digital-era public demand that prioritizes outcomes and service accountability.

Digital Competency Development: Although digital transformation has been heavily promoted as a primary bureaucratic agenda, field findings prove that ICT (Information and Communication Technology) training remains half-hearted and suboptimal. As an expansion of Mangkunegara's framework, this aspect positions upgrading digital literacy as a non-negotiable prerequisite. This is vital to prevent bureaucrats from experiencing disorientation and to ensure they can seamlessly operate work systems, applications, and electronic-based public service ecosystems.

Formal and Non-Formal Education: Empirical realities show that encouraging ASNs to pursue further education often occurs partially and lacks synchronization with the organization's grand vision. This model expands upon Mangkunegara's philosophy by adopting the principle of lifelong learning, embracing both formal and non-formal pathways to optimize employee self-actualization. In this era of disruption, such educational flexibility serves as a primary instrument in producing public sector human resources that are truly adaptive to changing times.

Competency-Based Employee Placement: Finding research regarding the persistent misalignment between ASNs' skill backgrounds and their job positions underscore the urgent need for a strict merit system. This model expands Mangkunegara's placement scope, which was initially administrative into a strategic realm driven by the results of objective competency audits. Digital transformation demands that every public service post be filled by the right

individual (*the right man on the right place*) to maintain the agency's innovation and responsiveness.

Career Development: When career paths feel like a guessing game, it's no wonder bureaucrats lose their motivation. To fix this, the model takes Mangkunegara's framework and makes it way more practical by setting up a crystal-clear career path tied directly to training and job rotations. In today's fast-paced world, keeping career growth transparent and fair is the secret sauce to keeping government workers fired up and ready for whatever changes come their way.

Job Rotation: To combat symptoms of burnout and silo mentality found in the field, employee rotation is utilized as a key instrument. This aspect serves as an expansion of Mangkunegara's framework, focusing on job enrichment strategies and multi-skilling mastery. Within a digital ecosystem, rotation acts as a catalyst that accelerates ASNs' mental flexibility when facing new mandates and the ever-evolving dynamics of modern work systems.

Coaching And Mentoring: Empirical findings prove that the adaptation process to technological changes feels burdensome and is prone to failure if employees are left to navigate it alone without guidance. This model expands Mangkunegara's framework by formalizing a culture of mentoring, coaching, and building an ecosystem for peer learning and cross-generational knowledge transfer. This continuous support is essential for preserving organizational memory amid rapid technological leaps

Organizational Support: Classic complaints regarding the lack of supporting facilities and inadequate incentives serve as major barriers to adopting new systems. This aspect expands upon Mangkunegara's framework by placing strong emphasis on leadership commitment, an innovative bureaucratic culture, and the provision of adequate digital learning facilities. Full support from the organizational structure proves crucial as a determining variable for the success of digital transformation.

Continuous Monitoring and Evaluation: The fundamental weakness of past HR development practices has been the lack of monitoring instruments, making the long-term impact of training activities difficult to measure. This model expands Mangkunegara's framework by integrating a digital-based monitoring system, real-time performance evaluation, and the establishment of a feedback loop. This continuous evaluation is absolutely

essential for agencies to remain agile in the face of regulatory changes and shifting technological landscapes.

Digital Learning: The implementation of e-learning in regional areas frequently encounters technical infrastructure hurdles and a wide gap in employees' digital literacy levels. This model expands upon Mangkunegara's framework by introducing a blended learning approach and the concept of anywhere-anytime education. Digital learning has proven to be highly effective in equalizing access to intellectual capacity-building for all ASNs, even in the most remote regions

Innovation Incentive: The tendency of bureaucrats to remain passive and maintain the status quo stems from a lack of appreciation for their innovative efforts. As an extension of Mangkunegara's framework, this model establishes incentives, appreciation for creative ideas, and room for trial and error (calculated risk) as formal components of HR management. Innovation incentives serve to shift the mental orientation of ASNs from mere rule-followers into true value-creators

Alignment Between Individual Development and Organizational Strategic Goals: Recent findings show that individual capacity-building programs often run independently and remain disconnected from the institution's roadmap and vision-mission. This model strengthens Mangkunegara's framework by ensuring total integration between micro HR development plans and the organization's macro digital transformation strategy. This alignment guarantees that all bureaucratic energy, time, and budgets synergistically culminate in the success of public service reform.

As a visual summary of our analysis, Figure 1 presents a systematic classification of how the complex field findings were derived from classical HR pillars into our streamlined, strategic 8-pillar model

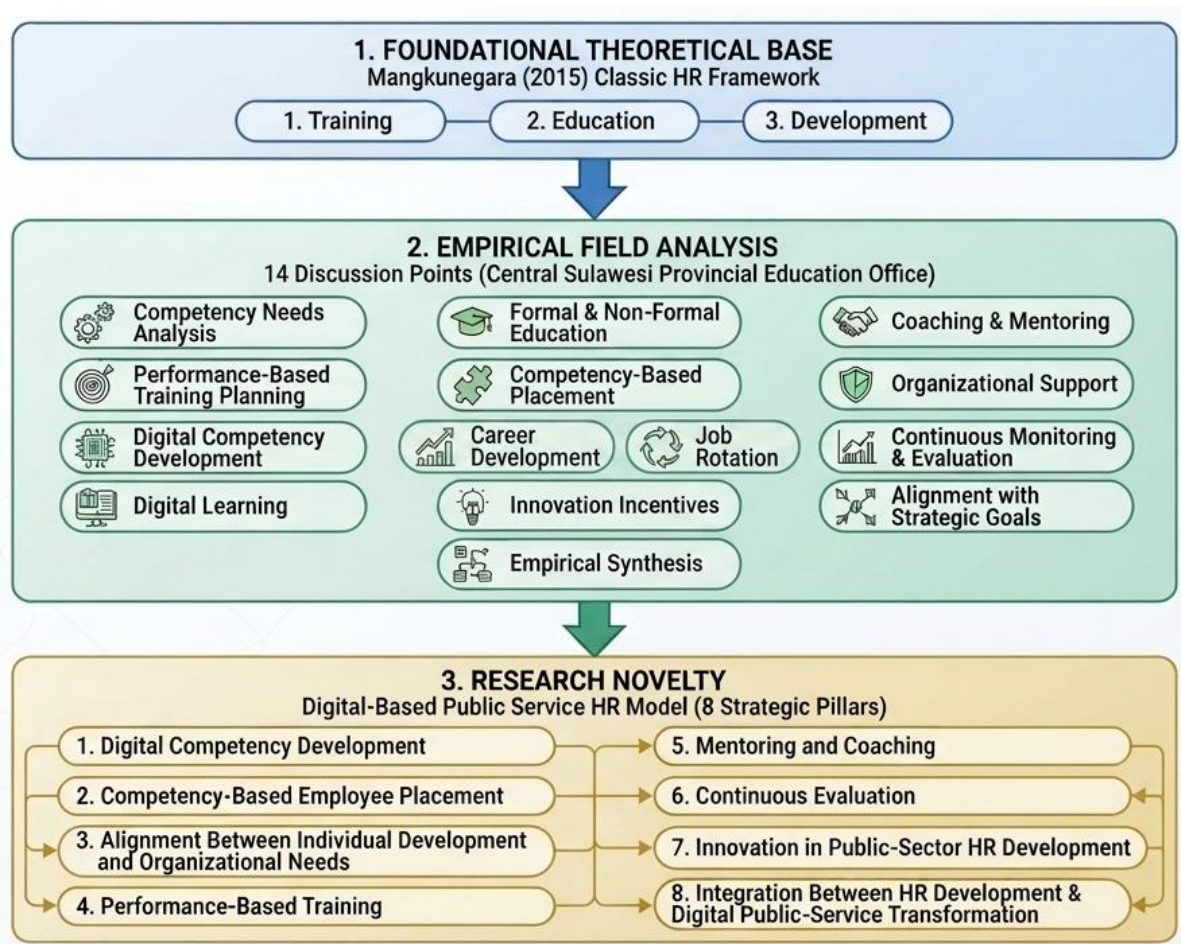


Figure 1. Conceptual Transformation Framework: From Classical HR Pillars to the Digital-Based Public Service HR Model

Novelty

This study uncovers several key findings regarding the issues of training, education, and employee competency development at the Education Office of Central Sulawesi Province. Notably, this research offers a novelty by contextualizing these findings within a digital public framework, which is conceptualized into eight main points.

Digital Competency Development

For digital-based public services in the Central Sulawesi Education Office to be truly effective, upgrading the digital competencies of civil servants (ASN) is an absolute must. Citing the perspectives of Mangkunegara (2015), technical training for educational applications and

digital administration is ideally packaged using a blended learning method. This approach has proven effective in helping employees adapt more quickly amid technological disruptions (Halim, 2020; Rivai, 2016).

However, in practice, classic obstacles are still frequently encountered, ranging from limited budgets and irrelevant training materials to a scarcity of professional instructors in the digital field (Sutrisno, 2016). As a result, knowledge transfer fails to run at maximum capacity. In fact, referring to Armstrong's (2014) concept, HR development must be carried out systematically and sustainably, accompanied by periodic evaluations to ensure the learning process creates a tangible impact

Competency-Based Employee Placement

The placement of civil servants within the Central Sulawesi Education Office environment should fundamentally rely on the meritocracy principle (Bafadhal, 2021). Unfortunately, real-world findings often show mismatches, such as strategic leadership positions being filled by individuals with a background in health education.

From the perspective of modern public management, Dwiyanto (2018) and Denhardt & Denhardt (2015) emphasize that job placement must refer to competency audit results and mature organizational needs projections (Werther & Davis, 2018). If these placements miss the mark regarding actual capacity, bureaucratic efficiency and effectiveness will inevitably suffer (Rivai, 2016). Therefore, objective mapping and HR auditing have become urgent necessities

Alignment Between Individual Development and Organizational Needs

Employee capacity-building programs cannot run in isolation; they must be fully integrated with the institution's direction and needs (Wibowo, 2020). This aligns with the principle of outcome-based management (Bafadhal, 2021).

In reality, although opportunities for formal and informal education are wide open for civil servants, their implementation is often uncured based on organizational needs mapping. Adopting Sikula's thought (in Dahiya et al., 2022), agencies require medium- and long-term planning grounded in institutional analysis. Through this approach, every employee development program can genuinely support the vision, mission, and sustainable innovation of public services (Denhardt & Denhardt, 2015; Siagian, 2018).

Performance-Based Training

Training for civil servants should naturally be oriented toward performance evaluation results and real workplace needs in order to bring about tangible changes in behavior and work output (Mangkunegara, 2015). Unfortunately, weak post-training monitoring often becomes a stumbling block, making it difficult for employees to apply new knowledge to their daily routines. To overcome this, implementing post-training independent assignment projects, microlearning modules, and routine oversight from direct supervisors has proven effective in ensuring that training materials do not merely remain theories on paper (Kim, 2020; Schlosser et al., 2022).

Mentoring and Coaching

The presence of mentoring and coaching from direct supervisors plays a crucial role in guiding employees, easing their adaptation process, and boosting the work motivation of civil servants (Robbins & Judge, 2017; Mardiasmo, 2018). This approach opens up two-way communication channels, facilitates collaborative learning, and accelerates employee readiness to face change (Hariandja, 2017). In line with Wibowo's (2020) findings, this type of support system has proven highly effective in nurturing leadership qualities and maintaining the continuity of internal competencies within the institution

Continuous Evaluation

Continuous evaluation is an absolute necessity to prevent HR development programs from stagnating and to ensure they remain adaptive to shifting policies and evolving public expectations (Hasibuan, 2017; Hariandja, 2017). Through HR audits (Werther & Davis, 2018) and disciplined monitoring systems, agencies do more than just measure training effectiveness; they also guarantee that the resulting public services remain efficient, responsive, and accountable (Denhardt & Denhardt, 2015).

Innovation In Public-Sector HR Development

The education sector bureaucracy is required to be increasingly adaptive in the digital era, ranging from leveraging e-learning and implementing knowledge management to

building cross-sector collaborations (Halim, 2020; Hamdani, 2022; Dwiyanto, 2018). For creativity to flourish, organizations need to provide a safe space for civil servants to take initiative, experiment, and solve problems independently—which must, of course, be balanced with an adequate incentive system (Kim, 2020; Hariandja, 2017)

Integration Between HR Development and Digital Public-Service Transformation

Conventional HR development models, such as those proposed by Mangkunegara, need to be strategically merged with the broader agenda of digital public service transformation. Developing a digitalization-based HR roadmap (Bafadhal, 2021; Denhardt & Denhardt, 2015) will ensure that every technology training program or formal education pursued genuinely translates into improved public service quality. This synergy must certainly be translated into adjustments to SOPs, training curricula, and performance-based evaluation schemes (Rivai, 2016; Armstrong, 2014).

Limitation

In conducting this study, we acknowledge several methodological limitations that provide important context for our findings. First, our primary data collection focused heavily on internal actors within the Central Sulawesi Provincial Education Office, including senior leadership and staff. While these individuals offered deep, firsthand insights into HR development practices, their perspectives remain strictly internal, meaning these data points alone cannot fully verify how internal growth efforts have translated into tangible improvements in external public service quality.

Second, the study did not capture the lived experiences of external stakeholders or end-users, such as school principals, teachers, administrative staff, or parents. As a result, our findings are largely confined to the organizational side of the developmental process, lacking empirical evidence on external service metrics like responsiveness, accessibility, turnaround time, or the ease of navigating digital administrative systems.

Third and finally, because data collection has wrapped up, we have carefully recalibrated our research claims to match the scope of our empirical evidence. Rather than offering a definitive evaluation of enhanced service quality outcomes, this study is purposefully framed

as an exploration of how HR development helps build organizational capacity for public service delivery.

Future Research Agenda

Building upon the foundation established by this study, we have identified three primary pillars that warrant further exploration to enrich public sector management literature, particularly within the context of human resource development in educational bureaucracy:

First, strengthening empirical evidence through a multi-stakeholder perspective. While this study has successfully mapped the internal dynamics of HR development, providing a complete picture requires future research to bridge the gap between internal practices and external impacts. We recommend the direct involvement of external stakeholders such as school principals, educators, school operators, and community representatives as key informants. By integrating their voices, future researchers will be able to provide a more holistic analysis of the extent to which HR development efforts undertaken by bureaucratic agencies truly transform the quality of service experience and user satisfaction on the ground.

Second, an in-depth evaluation of the effectiveness of digital-based public services. As the digital transformation agenda continues to gain momentum within the government sector, future research agendas need to specifically examine the intersection between digital competency training programs for employees and the reality of user experience regarding those services. Research focus could be directed toward investigating whether the enhancement of internal digital literacy, which is expected to accelerate bureaucracy, is genuinely perceived as a convenience by the public. This is essential for measuring the extent to which the "digital readiness" policy of a public institution is aligned with the actual needs of the community.

Third, comparative studies across administrative contexts. To gain a more comprehensive understanding of the success of HR development models, future research is encouraged to conduct comparative analyses across various regional education offices. Given the variations in local bureaucratic cultures, resource allocation constraints, and differing leadership styles in each region, comparative studies will enable the development of more generalized theories. Through such comparisons, we can identify unique "success stories" as

well as systemic barriers, thereby allowing for the formulation of more adaptive and applicable HR development models for the broader educational bureaucracy ecosystem

CONCLUSION

This study evaluates Human Resource Development (HRD) within the Central Sulawesi Provincial Education Office to understand how the bureaucracy balances routine operations with the demands of digital transformation. Empirical findings reveal a significant gap between current practices and organizational needs, caused by budget constraints, lack of outcome-oriented training, and misalignment between employee skills and job placements. To address these challenges, the study introduces a “Digital-Based Public Service HR Model”, which synthesizes Mangkunegara’s classic management principles with eight strategic pillars to foster an adaptive digital ecosystem. Conceptually, this research advocates for a shift from purely administrative tasks toward a holistic, outcome-oriented approach where individual growth aligns with strategic institutional goals. Practically, it emphasizes the need for objective competency audits, structured mentorship, and innovation incentives to fully leverage digital tools. Given the study’s internal focus, future research is encouraged to adopt a multi-stakeholder approach (incorporating external user feedback) and to conduct comparative analyses across different regions to develop more generalized HR models.

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