

# Development of State Civil Apparatus at the Department of Culture and Tourism of Tulungagung Regency

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## ABSTRACT

The development of state civil apparatus resources plays a strategic role in improving organizational performance and the quality of public services, particularly in the cultural and tourism sectors. This study aims to analyze the implementation of apparatus development, identify inhibiting factors, and examine the efforts undertaken to enhance the quality of human resources at the Department of Culture and Tourism of Tulungagung Regency. This research employs a descriptive qualitative approach, with data collected through in-depth interviews, observation, and documentation. Informants were selected using purposive sampling and snowball sampling techniques. Data analysis was conducted using the interactive model of Miles and Huberman, which includes data reduction, data presentation, and conclusion drawing, while data validity was ensured through source and technique triangulation. The findings indicate that apparatus development has been implemented through education, training, and job rotation based on the merit system. However, its implementation has not been optimal, particularly in technical and managerial training programs. The main inhibiting factors include limited budget allocation, low employee motivation, and inadequate facilities for competency development. Efforts to overcome these obstacles include collaboration with third parties and the utilization of webinars to improve apparatus competencies. This study concludes that apparatus development should be conducted in a more planned and sustainable manner, supported by adequate budgetary policies and increased employee motivation, to enhance organizational performance and support regional tourism development.

Keywords: apparatus development, civil servant competency, human resources, regional tourism, public service

## Introduction

Human resources of the civil service apparatus play a strategic role in carrying out governmental duties, particularly in delivering quality public services to the community. To create competent civil servants capable of providing effective public services, competency development is pursued as a key approach and effort to improve public service performance. Competency development is an integral component of civil servant management and is regulated by statutory provisions. The development of

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competencies and the quality of human resources constitutes one of the eight areas of change within bureaucratic reform. Bureaucratic reform represents the government's effort to renew governance and administrative systems in order to create a more effective and efficient civil service in carrying out governmental functions and national development.

In accordance with Law Number 20 of 2023, Article 49, it is stipulated that every State Civil Apparatus (ASN) employee is required to undertake competency development through continuous learning to remain relevant to organizational demands. Competency development is also necessary for employee transfers (mutations). Such transfers must be conducted without discrimination based on religion, race, skin color, origin, gender, marital status, age, or disability, and must be carried out fairly and reasonably based on qualifications, competencies, and performance. This system is designed to ensure that transfers within ASN management do not involve practices of corruption, collusion, or nepotism. This aligns with the objectives of ASN management, namely to produce professional civil servants who uphold core values, are free from political intervention, adhere to professional ethics, and are free from corruption, collusion, and nepotism (KKN). However, in practice, transfers within ASN management cannot be entirely free from KKN.

Every government institution is required to prepare an annual competency development plan that is incorporated into its annual budget. Competency development must be supported by adequate facilities, personnel, equipment availability, and documentation. Nevertheless, in practice, many obstacles still hinder the implementation of competency development for ASN. These obstacles inevitably affect the development of apparatus competencies.

In order to achieve the vision of a Smart ASN, competency development is one of the most appropriate approaches. However, field realities indicate that competency development has not been optimally implemented within public institutions. This is influenced by the prevailing perception that ASN are merely production factors, whereby increases in budget allocations for development purposes are often perceived as wasteful. In addition, the training rate among ASN remains low, and many employees have not yet had the opportunity to participate in competency development programs.

Statements from the Head of the East Java Provincial Office of Culture and Tourism indicate that Tulungagung Regency has significant potential for development in the tourism sector. Therefore, to carry out governmental service functions and tourism development in Tulungagung Regency, the Department of Culture and Tourism of Tulungagung Regency requires capable and high-quality civil service human resources.

One element of apparatus competency can be observed through formal educational background. The following data present the formal educational backgrounds of the civil service human resources at

the Department of Culture and Tourism of Tulungagung Regency.

Based on data regarding the formal educational backgrounds of civil service human resources at the Department of Culture and Tourism of Tulungagung Regency, it can be observed that the educational qualifications are quite diverse. Of a total of 55 civil servants, 15% hold a Master's degree (S2), 55% hold a Bachelor's degree (S1), while the remaining 30% do not hold undergraduate degrees. These formal educational backgrounds have implications for the ability of civil servants to carry out governmental duties in the tourism sector.

In addition to formal education, governmental tasks must be supported by the necessary knowledge, skills, and expertise to enhance human resource competencies. Education and training constitute one of the primary means of improving these competencies. Data collected by the author indicate that the majority of civil servants at the Department of Culture and Tourism of Tulungagung Regency have not yet participated in the required education and training programs. This condition may lead to mismatches in the competencies of civil service human resources, which will ultimately affect individual and organizational performance.

If competency development is not implemented, both employee and institutional performance will be adversely affected. The development of civil service human resources is a highly important and continuous function. Existing obstacles have resulted in suboptimal development of civil service competencies, leading to ineffective execution of governmental duties and functions. Consequently, the government must take concrete measures to address these issues.

## **Research Methods**

Research can be likened to a process of understanding a rare or new object, and it falls within the perspective of knowledge management. Research—whether in the form of scientific, semi-scientific, or even non-scientific writing—is an intellectual activity that is highly important and continuously evolving (Simangunsong, 2017:6).

In general, according to Simangunsong (2017:177), research methodology consists of three approaches: quantitative research methods, qualitative research methods, and mixed research methods. Furthermore, Simangunsong (2017:191) in his book *Metodologi Penelitian Pemerintahan* states that “qualitative research is based on the view that research is conducted in a natural setting, where data are collected directly from natural conditions so that the data obtained are naturalistic, non-manipulative, and open in nature.”

The development of civil service human resources (HR) is a continuous process aimed at enhancing the competencies, capacities, and professionalism of ASN to support effective and efficient

governance. According to Sedarmayanti (2017), apparatus development should be directed toward improving employees' knowledge, skills, and behavior in accordance with organizational needs.

Several approaches to HR development include formal education, technical training, workshops, career guidance, as well as job rotation and transfers. Hasibuan (2018) emphasizes that job training is an important tool in shaping competence and work productivity.

In the public sector context, training does not only focus on technical skills but also on public service values, integrity, and bureaucratic ethics. In addition, the development of civil service human resources is closely related to the merit system, which emphasizes competence, performance, and qualifications in the processes of appointment, placement, and promotion of employees (Law No. 5 of 2014 on ASN). In its implementation, HR development strategies also need to consider aspects of employee work motivation. Herzberg's two-factor theory explains that motivator factors such as recognition and achievement significantly influence employee morale.

Previous research by Sutrisno (2020) indicates that the development of ASN competencies in the tourism sector requires adjustments to the dynamics of the creative industry and the needs of tourists. Therefore, communication, marketing, and event management skills are important competencies that must be mastered by personnel in tourism offices. This study employs a descriptive qualitative approach aimed at providing a comprehensive overview of the conditions and processes of apparatus human resource development at the Department of Culture and Tourism of Tulungagung Regency.

This approach was chosen because it is appropriate for examining complex social phenomena and for gaining an in-depth understanding of the perspectives of research subjects. Data collection techniques were carried out through:

1. In-depth interviews with heads of divisions, staff, and structural officials within the Department of Culture and Tourism.
2. Observation of capacity-building activities conducted both internally and externally.
3. Documentation in the form of training program archives, training attendance records, and employee performance evaluations.
4. The data obtained were analyzed using the interactive analysis model of Miles and Huberman, which includes data reduction, data presentation, and conclusion drawing. Data validity was ensured through source and technique triangulation.

In this study, the author employs sampling techniques using purposive sampling and snowball sampling procedures. According to Arikunto (2013:183), purposive sampling is a method of selecting subjects or informants not based on strata, randomness, or regions, but on specific research objectives. Meanwhile, Sugiyono (2015:125) explains that snowball sampling is a technique in which the initial

number of samples is small and then increases when the collected data are considered insufficient or incomplete. Based on these theories, purposive sampling is used to obtain information from informants with relevant knowledge and expertise, while snowball sampling is applied when the selected informants are deemed insufficient and recommend other individuals who possess more comprehensive information. This is intended to ensure that the data obtained are objective, complete, and accurate, considering that the informants have the information required by the researcher. The following are the data of the informants studied.

To conduct qualitative research, researchers must directly engage in the field to obtain valid, real, and accurate data. The instrument in qualitative research is commonly referred to as the human instrument, who is responsible for determining the research focus, selecting interviewees, collecting data, assessing data quality, analyzing and interpreting data, and drawing conclusions.

In general, according to Sugiyono (2017:225), there are four types of data collection techniques, namely observation, interviews, documentation, and combination/triangulation. In this study, data collection was carried out by the researcher through interviews, observation, and documentation, as described below:

1. **Semi-Structured Interviews.** Using semi-structured interview techniques, the researcher conducted direct interviews with informants by asking basic questions. However, when the information obtained was deemed insufficient, the questions were further developed in accordance with the existing conditions.
2. **Observation.** Marshall, as cited in Sugiyono (2017:226), states that “through observation, the researcher learns behavior and the meanings attached to those.” This implies that by conducting observations, researchers can learn about behaviors and the meanings of events that occur. Thus, in qualitative research, observation allows researchers to collect data from observations of work processes, human behavior, and phenomena occurring in the field.
3. **Documentation.** The researcher collected a substantial portion of field research data from field notes, both visual and audio. These field notes may include objects, photographs, or public documents such as letters, newspapers, and magazines, which can be collected directly by the researcher or obtained from other sources.

## **Results and Discussion**

### **1. Apparatus Development at the Department of Culture and Tourism of Tulungagung Regency**

In providing optimal public services, civil servants are required to possess integrity, capability, and professionalism, which can be developed through self-development programs based on the merit system

and predetermined qualifications. The merit system, as regulated under Law No. 20 of 2023 on the State Civil Apparatus, is applied in apparatus management to realize civil servants with integrity, competence, and professionalism. This system can be implemented through apparatus development in the form of formal education, training, and job rotation or transfer.

This policy is applied at the Department of Culture and Tourism of Tulungagung Regency, which is responsible for governmental functions in the fields of culture and tourism. The civil servants within this department generally have diverse educational backgrounds; however, only a few possess educational qualifications that are directly related to tourism and culture. Research findings indicate an imbalance in human resources supporting performance at the Department of Culture and Tourism of Tulungagung Regency. This is reflected in the limited number of employees with educational backgrounds in culture and tourism, which inevitably affects institutional performance.

Apparatus development at the Department of Culture and Tourism of Tulungagung Regency is implemented through three main approaches: education, training, and job transfer. As an institution responsible for cultural and tourism affairs, employees who do not yet have educational or training backgrounds in these fields require development so that their diverse educational backgrounds can be integrated with cultural and tourism knowledge. Based on field observations, development through education and training has not yet been optimal. In addition to the limited number of employees with tourism-related educational backgrounds, other challenges include limited budgets, low employee motivation, and inadequate training facilities.

## **2. Apparatus Development through Education**

Education is the most fundamental aspect of improving skills and competencies to support apparatus performance. Educational programs are provided for employees at the Department of Culture and Tourism of Tulungagung Regency in the form of study assignments and study permits. In general, educational development programs in Tulungagung Regency have been implemented effectively, as indicated by data from the Regional Civil Service and Human Resource Development Agency (BKPSDM) for 2022–2023, which show an increase in the number of employees participating in educational programs.

However, within the Department of Culture and Tourism of Tulungagung Regency, the implementation of educational programs remains suboptimal. No employees participated in study assignment programs, and only one employee participated in a study permit program. This is due to constraints related to meeting the required eligibility criteria and personal considerations of the employees themselves.

Education should be aligned with the position held by the employee, as educational background is a fundamental factor in supporting performance and achieving optimal results. Individuals with educational backgrounds relevant to their field tend to demonstrate more advanced thinking, ethics, and motivation. In the tourism sector, employees with tourism-related educational backgrounds are expected to possess broader perspectives and stronger problem-solving abilities. Therefore, formal education development is expected to enhance theoretical competence and professional ethics.

Data from 2022–2023 show that 34 employees across Tulungagung Regency participated in study assignment programs, while none from the Department of Culture and Tourism did so. Meanwhile, 197 employees participated in study permit programs, with only one employee from the Department of Culture and Tourism, representing merely 0.51% of total participants. This indicates that despite available opportunities, employee interest and awareness in pursuing further education remain low.

In 2023, five employees were transferred to different positions. Transferred employees are required to adapt quickly to their new roles, bringing fresh perspectives and experiences to the organization. Apparatus development also includes job transfers, which under Law No. 20 of 2023 are governed by the merit system based on competence, qualifications, and performance, implemented fairly and without discrimination.

Employees of the Department of Culture and Tourism of Tulungagung Regency have broad opportunities to improve their competencies through higher education. Those who have participated in educational development programs demonstrate improved conceptual and theoretical capabilities, which are crucial given the department's responsibility for managing the tourism sector amid a shortage of personnel with relevant cultural and tourism backgrounds. Nevertheless, formal education does not necessarily influence employee attitudes or morals—such as ethics and loyalty—which are more strongly shaped by the work environment and organizational culture.

### **3. Apparatus Development through Training**

Employees who have undergone learning and training are better able to complete specific tasks within their respective fields.

#### **a. Employee Skills**

Employee skills are essential for organizational success. Skilled employees are more confident in completing assigned tasks, leading to greater efficiency. Skills can be trained and developed through training programs, which aim to enhance managerial and technical capabilities. Training enables employees to perform tasks professionally, thereby improving overall performance.

#### **b. Improvement of Technical Skills**

One of the objectives of training programs is to enhance employees' technical skills, which are expected to positively influence task execution and organizational performance. However, in 2023, no employees from the Department of Culture and Tourism of Tulungagung Regency participated in technical training programs. This absence of participation in technical training within a year is a significant concern for a local government institution, as technical competence is essential for effective task execution.

#### c. Improvement of Managerial Skills

Managerial skills refer to the ability to organize, direct, and coordinate staff to achieve organizational goals. These skills are developed gradually through observation and learning. Managerial training, including functional and leadership training programs, is intended to enhance leadership and organizational management capabilities. Unfortunately, in 2023, no employees from the Department of Culture and Tourism of Tulungagung Regency participated in managerial training programs, which represents a missed opportunity for leadership development.

### **4. Inhibiting Factors in Apparatus Human Resource Development**

The study identified several factors inhibiting apparatus development at the Department of Culture and Tourism of Tulungagung Regency, including limited budgets, low employee motivation, and external influences. Notably, there is no specific budget allocated exclusively for apparatus development within the department.

Low employee motivation is a critical inhibiting factor. Some employees perceive development programs merely as requirements for maintaining positions rather than as opportunities to enhance competence. There is also a misconception that higher education guarantees higher positions, whereas its primary purpose is to improve employee capability. Leadership plays a key role in fostering motivation, as low motivation weakens the effectiveness of development initiatives.

### **5. Efforts to Overcome Barriers to Apparatus Development**

To address these challenges, the Department of Culture and Tourism of Tulungagung Regency has undertaken several initiatives, including collaboration with external parties and participation in webinars. Collaboration with third parties is intended to enhance efficiency and effectiveness in employee development by leveraging complementary strengths. Partnerships with universities and higher education institutions are particularly important for expanding knowledge applicable to the workplace. Additionally, collaborative outbound activities are expected to improve teamwork and tourism management capabilities within the department.



## Conclusion

### Apparatus Development at the Department of Culture and Tourism of Tulungagung Regency

Apparatus development at the Department of Culture and Tourism of Tulungagung Regency is carried out through several approaches, including education, training, and job transfer. Educational development has been implemented relatively well, as evidenced by the provision of broad opportunities for employees to participate in study assignment and study permit programs. The objective of these educational programs—to enhance the conceptual capabilities of employees—has been achieved for those who have participated. Educational background serves as a fundamental basis for career development, measured through formal education and employee expertise. However, employees who have participated in education programs cannot necessarily be considered to possess strong moral character, as moral values are shaped by habits and the work environment. Although educational programs have been reasonably implemented, their execution has not been optimal due to low employee motivation, limited numbers of educational programs, and budget constraints.

Training programs at the Department of Culture and Tourism of Tulungagung Regency have not been effectively implemented, as no employees participated in either technical or managerial training, primarily due to insufficient budget allocation. Job transfers are conducted based on employee productivity, work motivation, and performance in carrying out assigned duties.

### Factors Inhibiting Apparatus Development at the Department of Culture and Tourism of Tulungagung Regency

The factors hindering apparatus development include:

- a. Low employee motivation to participate in development programs. Many employees lack the desire to develop further and feel comfortable with their current conditions, resulting in low willingness or motivation to engage in apparatus development.
- b. Limited budget allocation for development programs. Reduced budgets compared to previous years and the absence of dedicated funding for apparatus development constitute significant barriers to development efforts at the Department of Culture and Tourism of Tulungagung Regency.

### Efforts Undertaken by the Department of Culture and Tourism of Tulungagung Regency

The Department of Culture and Tourism of Tulungagung Regency has undertaken several initiatives to address these challenges, including:

- a. Enhancing employee capabilities through collaboration with third parties such as universities,

tourism destinations, and other relevant institutions to support staff development.

- b. Encouraging employees to participate in webinars to expand their knowledge base and providing motivation to improve their competencies.

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