Development of Human Resources at The Regional Human Resources Development Agency of Palu City

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Abstract

This study aims to determine how the development of civil servant resources at the Palu City Regional Human Resources Development Personnel Agency. The type of research used is descriptive qualitative. The type of data uses primary data and secondary data. Data collection techniques, carried out through observation, interviews, and documentation. The informant drawing technique uses purposive. Data analysis used is the Miles, Huberman and Saldana model, namely data collection, data presentation, data condensation and conclusion drawing. Based on the results of the research that has been done, there are recommendations that can be given to improve the effectiveness of civil servant resource development at the Palu City Regional Human Resources Development Personnel Agency. These recommendations are compiled by considering field findings on the dimensions of training, education, and development according to Nadler's theory (1990), Increasing the Frequency and Equity of Training needs to increase the number of technical training and technical guidance every year, with an even distribution to all ASN so that each employee has the same opportunity to develop skills, Preparation of More Relevant Training Materials Training materials should be compiled based on job needs analysis (training needs analysis) so that the training output directly impacts performance improvement according to each employee's duties. Expanding Access to Formal and Non-Formal Education: Regional governments are expected to increase budgetary and policy support for civil servants (ASN) to participate in further studies, seminars, and workshops, so that strategic competency development can be equitably distributed. Strengthening the Career Development System: Talent pools, job rotations, and leadership development programs need to be expanded to encompass more employees, so that they are not solely focused on specific individuals but provide equal opportunities for all potential ASN. Measurable Post-Program Evaluation at the Civil Service Agency: Human Resource Development needs to establish a post-training, education, and development evaluation mechanism, both in terms of performance and employee behavioral changes, to ensure that implemented programs truly deliver the desired impact.

Keywords: Civil servant resource development, Training, Education, Development.

Abstrak

Penelitian ini bertujuan mengetahui bagaimana pengembangan sumber daya aparatur pada Badan Kepegawaian Pengembangan Sumber Daya Manusia Daerah Kota Palu. Jenis penelitian yang digunakan deskriptif kualitatif. Jenis data menggunakan data primer dan data sekunder. Teknik pengumpulan data, dilakukan melalui observasi, wawancara, dan dokumentasi. Teknik penarikan informan menggunakan purposive. Analisis data yang digunakan yaitu model Miles, Huberman dan Saldana, yaitu pengumpulan data, penyajian data, kondensasi data dan penarikan kesimpulan. Berdasarkan hasil penelitian yang telah dilakukan, terdapat rekomendasi yang dapat diberikan untuk meningkatkan efektivitas pengembangan sumber daya aparatur di pada Badan Kepegawaian Pengembangan Sumber Daya Manusia Kota Palu. Rekomendasi ini disusun dengan mempertimbangkan temuan lapangan pada dimensi *training*, *education*, dan *development* sesuai teori Nadler (1990), Peningkatan Frekuensi dan Pemerataan Pelatihan perlu menambah jumlah pelatihan teknis dan bimbingan teknis setiap tahun, dengan distribusi yang merata kepada seluruh ASN agar setiap pegawai memiliki kesempatan yang

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sama untuk mengembangkan keterampilan, Penyusunan Materi Pelatihan yang Lebih Relevan Materi pelatihan sebaiknya disusun berdasarkan analisis kebutuhan jabatan (training need analysis) agar output pelatihan langsung berdampak pada peningkatan kinerja sesuai tugas masing-masing pegawai. Perluasan Akses Pendidikan Formal dan Nonformal Pemerintah daerah diharapkan dapat meningkatkan dukungan anggaran dan kebijakan bagi ASN untuk mengikuti studi lanjut, seminar, dan workshop, sehingga pengembangan kompetensi strategis dapat merata, Penguatan Sistem Pengembangan Karier Talent pool, rotasi jabatan, dan program pengembangan kepemimpinan perlu diperluas cakupannya kepada lebih banyak pegawai, sehingga tidak hanya terfokus pada individu tertentu, melainkan membuka peluang yang sama bagi semua ASN berpotensi, Evaluasi Pasca-Program yang Terukur pada Badan Kepegawaian Pengembangan Sumber Daya Manusia perlu menyusun mekanisme evaluasi pasca-pelatihan, pendidikan, dan pengembangan, baik dari sisi kinerja maupun perubahan perilaku pegawai, untuk memastikan bahwa program yang dilaksanakan benar-benar memberikan dampak yang diharapkan.

Kata Kunci: Pengembangan sumber daya aparatur, Pelatihan, Pendidikan, Pengembangan.

INTRODUCTION

The lack of regular development implementation results in low levels of employee competency in carrying out their duties and responsibilities. Work effectiveness and efficiency are compromised because employees are not equipped with relevant knowledge and skills. Furthermore, low motivation and work enthusiasm can also be a domino effect of the lack of continuous coaching and development. Employees who are not given opportunities to develop tend to stagnate in their thinking and actions, making it difficult to realize the potential of an innovative and responsive bureaucracy.

Management, as a tool for achieving organizational goals, needs to be understood comprehensively. Management is a tool for achieving organizational success (Syahruddin, 2014). Public management is a crucial branch of public administration that focuses primarily on how public sector organizations can be managed effectively and efficiently to achieve public policy objectives. In this sense, public management involves more than simply transferring management principles from the private sector to the public sector; it also adapts them to the values, challenges, and needs of the broader community. Public management aims to optimize the performance of government institutions in providing services to the public, while simultaneously addressing social responsibility and the broader public interest (Riadi, S & Hayati, R, 2020; Rivai A, 2013).

According to Rosenbloom et al. (2015), public management encompasses the processes of planning, organizing, directing, and controlling within a public sector organizational framework. It encompasses the management of human resources, finances, and information used to support the achievement of the government's mission and vision. The uniqueness of public management lies in its more complex work environment compared to the private sector due to demands for accountability, transparency, participation, and political and legal pressures. Therefore, public managers are required not only to be administratively efficient but also to be sensitive to social norms, public service ethics, and to be pro-vulnerable to vulnerable groups.

As the complexity of the problems faced by the public sector has grown, the public management paradigm has undergone significant transformation, particularly since the 1980s. One approach that has emerged and become dominant is the concept of New Public Management (NPM). NPM is a public administration reform paradigm inspired by private business management principles such as efficiency, effectiveness, competition, and results orientation. Osborne & Gaebler (1992), in their landmark work "Reinventing Government," emphasized the importance of innovation in government and the need for government to act more as a catalyst, encouraging participation from other sectors rather than as a sole

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service provider. They proposed that government be more decentralized, flexible, and open to market mechanisms in carrying out its duties.

Some of the hallmarks of NPM are standardized performance measurement, contractualism, empowerment of public managers, and a focus on achieving outputs and outcomes. With performance measurement, public organizations are expected to be more accountable for their work and can be evaluated objectively. Furthermore, decentralization provides greater autonomy to public organizational units to make decisions tailored to local needs. However, despite these benefits, the NPM approach has not escaped criticism. Dunleavy & Hood (1994) argue that NPM tends to be too technocratic and neglects important aspects of democratic governance such as the values of social justice, inclusion, and transparency. In fact, in some cases, the implementation of NPM has resulted in a bureaucracy that is increasingly commercialized and moves away from the values of public service.

These criticisms of NPM later gave rise to a new approach known as Public Value Management (PVM). This concept was developed as a more inclusive and democratic alternative to NPM. PVM places the creation of public value as the primary measure of public management success. Mark Moore (1995), in his book "Creating Public Value," stated that public managers should act as strategic actors, focusing not only on internal organizational efficiency but also on creating tangible benefits for society. Within this paradigm, public management does not work alone but collaborates with other actors such as civil society, the private sector, the media, and non-governmental organizations to produce more responsive public policies and services.

Civil servant human resource development is not merely a formality in the form of training, but must be designed as a strategic and systematic process integrated with organizational needs. This includes competency-based planning, quality implementation, and evaluation that can measure the effectiveness of each development program. In the context of the Palu City Human Resources Development Agency (BKPSDM), a comprehensive identification of employee training needs is crucial to ensure that development programs are truly responsive to the challenges and requirements of the field.

It is also crucial to identify factors that hinder the implementation of human resource development within the Palu City BKPSDMD. Some frequently cited obstacles include budget constraints, lack of leadership commitment, a weak development planning system, and the absence of an organizational culture that supports continuous learning. Understanding these factors is crucial so that the development strategy implemented is not merely reactive, but also anticipatory and solution-oriented. In terms of regulations, the central government has provided various policy instruments to support civil servant human resource development, such as Regulation of the Minister of Administrative and Bureaucratic Reform No. 38 of 2017 concerning Civil Servant Competency Standards and talent management policies. However, implementation at the regional level, including in Palu City, remains suboptimal. Many regional agencies have not yet prioritized human resource development (HRD) in budget and program management. Yet, the success of bureaucratic reform is crucially determined by the quality of its human resources.

In this context, research on HRD development at the Palu City Regional Civil Service Agency (BKPSDM) is highly relevant and crucial to improve government bureaucratic performance. Civil servants (ASN) are required to possess competence, professionalism, and integrity in providing public services. The Palu City BKPSDMD plays a strategic role as the institution responsible for managing HRD capacity development, through education, training, and career development, to support the achievement of the regional government's vision and mission. This research is expected to provide a comprehensive overview of how HRD development is implemented, its effectiveness in improving employee competency, and the obstacles and challenges encountered. Therefore, the results of this study can serve as evaluation material

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and input for the Palu City Regional Human Resource Development Agency in formulating more targeted and sustainable HRD policies and strategies.

Human Resources (HR) can be considered a crucial element because they are the driving force of every organization, especially in the public sector, including Indonesia (Hattab & Daswati 2023). In the context of public organizations, HR management plays a crucial role because the civil service is a key element in governance. According to Mondy and Noe (2005), HR management is a systematic process for managing people within an organization so that they can contribute optimally to achieving the organization's vision and mission. In the public sector, HR management is also closely linked to the values of fairness, transparency, and accountability in the management of the apparatus. Unlike the private sector, HR management in the public sector faces more complex challenges, as it must balance managerial efficiency with normative obligations to public service. Dessler (2017) stated that the primary challenge in public HR management is how to create a professional, merit-based employee management system that remains oriented toward public service. Therefore, the role of training and development is crucial. According to Armstrong & Taylor (2020), employee development not only improves job skills but also encourages employee engagement and creates an innovative work culture.

Furthermore, a strategic approach to HRM emphasizes the importance of alignment between organizational strategy and HR management. This is known as Strategic Human Resource Management (SHRM), which emphasizes that HR policies and practices must be designed to support organizational strategy. In the context of public organizations, this means HR management must be able to anticipate future competency needs and design relevant and sustainable development programs. This is crucial given the increasing demands for quality public services.

HR policies in the public sector are also often hampered by budget constraints and rigid regulations. Therefore, innovation in HR management is crucial, such as the implementation of a results-based performance management system, the use of digital technology in recruitment and training, and strengthening an organizational culture based on the values of integrity and service. In relation to civil servant development, it is also crucial to consider managerial, technical, and sociocultural aspects, as stipulated in the ASN competency development policy according to LAN RI Regulation No. 1 of 2019.

Furthermore, strengthening human resources within the civil service is a long-term investment that significantly determines the direction of regional development. Without competent employees, the vision and mission of the local government will not be optimally achieved. Therefore, fostering and developing human resources within the civil service should not be viewed as a budgetary burden, but rather as a fundamental necessity in the effort to create a highly competitive bureaucracy. It is time for the Palu City Regional Human Resources Development Agency (BKPSDMD) to transform into an adaptive, innovative, and quality-oriented civil service management institution.

Human resource (HR) development is a systematic process aimed at enhancing individual and organizational capacity to achieve optimal performance. The primary goals of HR development are to improve employee competency, boost work productivity, build loyalty, and create an adaptive and innovative organization. In general, HR development seeks to create a workforce that possesses not only technical skills but also conceptual, managerial, and behavioral abilities that align with the demands of modern organizations (Noe, 2020).

One fundamental goal is to improve individual quality and competency. Through strategically planned training, education, and work experience, employees are expected to develop the skills necessary to effectively complete their tasks. In the context of public organizations such as the Regional Civil Service Agency (BKPSDM), this competency development is also aimed at improving professional and accountable public services (Sedarmayanti, 2017).

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Furthermore, HR development aims to increase productivity and work effectiveness. Employees who possess appropriate skills and understand their roles and responsibilities will work more efficiently. This will have a direct impact on overall organizational performance (Werther & Davis, 1996). Employees who are systematically developed also tend to have high job satisfaction and loyalty, because they feel valued and have clear career prospects within the organization (Hasibuan, 2019).

Another important goal is to align employee skills with technological developments and changes in the work environment. In the digital era, organizations are required to continuously innovate and transform. Therefore, human resource development is necessary to ensure employees remain relevant and adapt to these changes. This includes utilizing information technology, data-driven public service approaches, and cross-sector collaborative work (Armstrong & Taylor, 2020).

Syahruddin Hattab, Daswati (2023) argue that human resource development serves a crucial and strategic purpose in supporting organizational effectiveness and performance. This means that human resource development is not only an individual need but also a strategic investment for the organization. Through a sustainable and integrated development approach, organizations can create a superior work culture, increase competitiveness, and realize good governance

Based on this explanation, this study will focus on analyzing the civil service development conducted by the Palu City Regional Human Resources Development Agency (BKPSDMD), referring to Nadler's theory (1990). This theory defines human resource development as an organized activity, carried out over a specific period, and aimed at producing behavioral change. Nadler therefore proposed three main forms that can be used as measuring tools that examine three aspects: training, education, and development. From a training perspective, the goal is to equip civil servants with technical and managerial skills relevant to their field of work, such as through training, technical guidance, and e-learning. Education focuses on improving formal civil servant knowledge through academic training, educational advancement, and scholarship programs. Development focuses on fostering attitudes, ethics, values, and adaptive skills that support long-term performance.

Research findings indicate that aspects related to training, education, and development have not been implemented effectively due to limited budgets for training and development programs, unequal opportunities for civil servants to participate in educational/training programs, low utilization of technology to support civil servant competency development, and post-disaster challenges and regional socioeconomic conditions that impact civil servant management. This means that the primary focus of this research is to identify how civil servant resource development is being implemented at the Palu City Regional Human Resource Development Agency.

RESEARCH METHOD

Qualitative research is a method used to examine the conditions of natural objects. The researcher serves as the key instrument, data collection techniques are triangulated (combined), data analysis is inductive/qualitative, and research results emphasize meaning over generalization (Sugiyono, 2019). With this approach, researchers seek to deeply understand the social phenomena occurring, based on the perspectives and direct experiences of the actors in the situation being studied.

Meanwhile, a descriptive approach is used to provide a systematic and factual overview or description of the facts and characteristics of the population or object being studied (Nazir, 2014). In this context, the research focuses on objectively describing how human resource development is carried out at the Palu City Human Resources Development Agency (BKPSDM), including the obstacles and strategies encountered. This research does not aim to test a specific hypothesis, but rather to explore meaning, understand the context, and obtain in-depth data (Creswell & Poth, 2018). The data sources in this study

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itself use primary data (through the interview process) with secondary data found at the BKPSDM of Palu City. The data collection techniques in this research are semi-structured interviews, observation and documentation.

The data analysis in this study used the interactive model from Miles, Huberman, and Saldana (2014). This technique consists of three main steps:

(1) Data Reduction: The process of selecting, focusing, simplifying, abstracting, and transforming raw data from field notes. For example, selecting relevant interview sections related to employee training.

(2) Data Display: Data is presented in the form of descriptive narratives, tables, or matrices to facilitate researchers in understanding patterns and relationships between data categories.

(3) Conclusion Drawing and Verification: Initial conclusions are drawn inductively, then verified through further evidence gathering or data triangulation from various sources to increase the validity of the results.

RESULTS AND DISCUSSION

Training

Order to improve capabilities, it is necessary to improve the quality of human resource personnel by participating in training. Syahruddin Hattab (2014) cites Armstrong's (2006) opinion that training is a planned and systematic modification of behavior through learning events, instructions, and programs that enable individuals to achieve the levels of knowledge, skills, and competencies needed to handle their jobs effectively. Armstrong's theory strongly supports Nadler's (1990) theory that training is a form of capacity development for personnel designed to improve technical skills, knowledge, and abilities of employees in accordance with job demands. In the context of this research, the implementation of training at the Palu City BKPSDM is analyzed through four sub-indicators, namely: (1) the number of training sessions attended by employees in a year, which reflects the intensity of employee participation in competency improvement activities; (2) the level of employee involvement in training activities, which indicates the extent of active participation and commitment of employees during the training; (3) the relevance of training materials, which assesses the suitability of training topics to employee duties and functions; and (4) changes in employee performance after training, which measures the real impact of training on improving the quality and effectiveness of employee work.

Number of Trainings Attended by Employees in a Year

The training attended by structural officials was categorized as very good, as all training activities were enthusiastic or motivated to improve their competencies according to their assigned duties and functions. Therefore, several informants observed a consistent pattern of participation in the number of training sessions. This reinforces the evidence that the institution has a routine and measurable training system, as the average number of employees participating in training in the past year varies. However, assessment of the quality and output of training needs to be explored further in subsequent indicators.

Level of Involvement in Training Activities

Participant engagement significantly determines the quality of training attended by each employee. Therefore, the institution is truly adaptive and innovative in assigning employees to training. Employee engagement in training activities is not only measured by the number of participants but also by the level

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of active participation during the training. Employees who actively participate in discussions, complete assigned tasks, and are able to apply training outcomes to their daily work demonstrate that employee engagement significantly contributes to the institution. All informants consistently demonstrated that case study and discussion methods are effective approaches. This provides important input for training designers to replace one-way methods with more applicable participatory methods.

Relevance of Training Material

The relevance of training material to daily tasks is a crucial factor in determining the perceived benefits of the participants. The first staff member confirmed that the administration and records management training significantly supported his work, demonstrating that training directly related to the technical needs of the job has a tangible positive impact. The second staff member shared a similar sentiment, stating that the training material on personnel data management could be directly applied to the management of applications for which he was responsible. This aligns with the concept of job-related training, which emphasizes the direct link between training material and job duties to increase productivity (Noe, 2017).

However, the third staff member's perspective revealed a downside: some training materials were not directly relevant to daily work. Although the training provided insight, its short-term benefits were not significant. This situation indicates a gap in the training needs analysis, resulting in a mismatch between training material and participant needs. From the perspective of Nadler's (1990) HRD theory, effective training must be designed based on actual job requirements and individual development needs. Therefore, the Palu City Human Resources Development Agency (BKPSDM) needs to strengthen its training needs identification process to ensure that each program is relevant to the participants' jobs while also considering long-term competency development. This way, training can provide optimal benefits in both improving short-term performance and building long-term capacity.

Changes in Employee Performance After Training

The relevance of the training material was highly influential, as revealed by the Secretary and staff, who noted that the administration and archives management training significantly supported their daily tasks. This reflects the importance of training needs assessment, the process of analyzing training needs to ensure content is relevant and applicable. From the perspective of the ADDIE Model (Molenda, 2003), this finding indicates that the training analysis and design phases still need to be strengthened to ensure that training truly addresses local needs and provides a tangible impact for civil servants

The level of participant engagement is a key indicator of training effectiveness. All informants expressed a preference for interactive methods such as case studies and discussions. This is consistent with literature showing that active learning and behavioral modeling enhance the transfer of knowledge to real-world work environments (Rouiller & Goldstein, 1993). This aligns with Experiential Learning Theory (Kolb, 1984), which emphasizes that effective learning occurs through concrete experience, reflection, conceptualization, and active experimentation. Therefore, the case study-based training method preferred by civil servants at the Palu BKPSDM (National Human Resources Development Agency) strengthens the likelihood of behavioral change.

The training's impact on performance is evident from the narratives of the Secretariat and staff, who reported increased work efficiency and a better understanding of Standard Operating Procedures (SOPs). Kalwar et al. (2025) found that public sector training has a significant positive impact on productivity and service quality, particularly when mediated by job satisfaction. This finding is consistent with interview responses that training not only strengthens technical skills but also helps speed up daily work processes.

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In terms of evaluating training results, Kirkpatrick's Four-Level Training Evaluation Model (1994) is very relevant to use, because it assesses effectiveness starting from participant reactions, increased learning, behavioral changes, to organizational results.

The analysis reveals the following:

(1) The frequency of training at the BKPSDM is quite good, but its comprehensiveness needs to be evaluated to prevent stagnation.

(2) Training materials must be relevant to tasks, needs-based, and not merely a formality.

(3) Interactive training methods such as case studies have proven more effective than lectures.

(4) Post-training impact evaluations are necessary to ensure behavioral changes emerge as a result.

(5) Budget and policy support determine the sustainability of training as an investment in human resources, not an administrative burden.

Overall, the training indicators indicate that the BKPSDM training strategy is headed in the right direction, but needs to be supported by a more systematic design, measurable evaluation of results, and policy consistency. Complementing Nadler's (1990) framework, training must be part of a mature human resource development cycle to produce real changes in the performance of local government officials.

Education

Education plays a vital role in improving the long-term capacity of employees, both through formal and non-formal channels, which is not only relevant for current work but also for future career development. In this study, the educational aspect at the Palu City BKPSDM was evaluated based on three sub-indicators, namely: (1) ASN who received study leave, as a form of organizational support for improving employee academic qualifications; (2) access to seminars, workshops, and intellectual development, which reflects employees' opportunities to broaden their horizons and update their knowledge through non-formal learning activities; and (3) the relevance of education to career development, which measures the extent to which the level and suitability of the educational field influence employee mobility and job promotion.

Civil Servants Who Receive Permission for Study Assignments

The opportunity to obtain study leave permits at the Palu City Human Resources Development Agency (BKPSDM) is indeed available, but not yet utilized by all employees. The first employee stated that she had never received permission but expressed interest in continuing her education if the opportunity arose, reflecting an intrinsic motivation to develop through formal education. The second employee confirmed that the study leave permit procedure at the office was quite clear, citing examples of other employees who had pursued master's degrees. The third employee reinforced this information by mentioning the existence of supportive policies, although permits are generally granted to employees who meet certain criteria such as length of service and good performance appraisals.

This analysis indicates that the study leave policy at the Palu City Human Resources Development Agency (BKPSDM) is structured and has clear procedures, but access is still limited to employees who meet formal requirements. From the perspective of Nadler's (1990) HRD theory, education is a crucial component for long-term development. However, to ensure equitable benefits, organizations need to ensure mechanisms are in place to encourage more employees to qualify and take advantage of these opportunities. This aligns with research findings by Mello (2015), which confirms that organizational support for employee formal education contributes to increased strategic competence and loyalty to the institution. Thus, while the policy is in place, the challenge is to encourage broader participation by

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providing guidance, more extensive information, and perhaps adjusting requirements to allow more employees the opportunity to continue their formal education. This step will support more equitable and sustainable human resource capacity development within the Palu City Human Resources Development Agency (BKPSDM).

Access to Seminars, Workshops, and Intellectual Development

Participation in workshops and seminars organized by central and provincial agencies provides significant benefits for increasing insight, particularly regarding the latest policies in the field of civil service and bureaucratic reform. The first staff member admitted to having attended two workshops from the Ministry of Administrative and Bureaucratic Reform (KemenPAN) and LAN, which he found quite beneficial in understanding current policy directions. The second staff member added that invitations to national seminars, although not always possible to attend, positively contributed to understanding strategic issues in ASN management. Meanwhile, the third staff member highlighted the obstacle of budgetary limitations that impacted opportunities for employee participation, resulting in not all employees benefiting from these activities.

This finding aligns with the concept of education in Nadler's (1990) HRD theory, which emphasizes the importance of long-term learning activities oriented toward developing employees' strategic capacity, rather than merely technical skills. Workshops and seminars, although non-formal, play a crucial role in updating knowledge and shaping employees' perspectives on regulatory developments and bureaucratic practices. Research by Rowold (2007) also confirms that participation in non-formal education such as seminars can increase employees' critical awareness and adaptability to policy changes.

However, budgetary limitations are a major challenge limiting equitable access to these activities. If only a portion of employees receive this opportunity, a strategic knowledge gap could potentially arise within the organization. Therefore, the Palu City Human Resources Development Agency (BKPSDM) should consider alternative strategies, such as holding internal knowledge-sharing sessions after employees participate in external activities, so that the benefits can be shared with colleagues who were unable to attend. This step will help ensure a more equitable transfer of knowledge while maximizing the benefits of investing time and resources in non-formal education activities.

Relevance of Education to Career Development

Access to non-formal education, such as seminars and workshops, also proved crucial. Informants stated that these activities were easily accessible through simple permit procedures and were incidental. Non-formal education provides a gateway to strengthening intellectual capacity without having to wait for formal learning opportunities.

The relevance of education to careers was also evident in interviews. The Secretary of the Office emphasized that formal education is a prerequisite for promotion to structural positions, while the Head of Division stated that further education can foster strategic thinking in policymaking. These statements align with the findings of Napitupulu et al. (2017), which showed that civil servant careers are driven more by competency and formal education, linked to organizational support and work motivation. Executive staff with D3 degrees expressed limited career advancement due to qualification barriers. This is consistent with findings from international studies demonstrating the need for inclusive access to educational development so that civil servants at all levels have equitable career advancement opportunities.

Overall, the education indicators show that, despite limited access to formal education, institutional support for further study and participation in seminars/workshops is well-established. The primary long-

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term education program for priority employees has been achieved, but needs to be expanded to all employees. Non-formal education, such as internal discussions and external workshops, has proven relevant as an alternative for intellectual enrichment. To increase the impact of education on the quality of civil servants, institutions need to:

(1) Expand formal education support, for example through internal scholarships or educational collaborations, so that more employees can develop strategic competencies.

(2) Develop ongoing training programs and office seminars.

(3) Integrate regular cabinet unit discussions or internal policy forums as modules for intellectual development.

(4) Continuously evaluate the results of formal and non-formal education, for example, by examining their contribution to promotion, productivity, and changes in work orientation.

This combination of formal and non-formal education implements Nadler's theory that education is a crucial part of HRD and must be designed with a specific time structure, organizational discipline, and direction for behavioral change within the context of long-term work and organizational systems.

Development

Development in the perspective of human resource management in the public sector includes systematic efforts to prepare employees to face higher responsibilities and positions in the future. In this study, the development dimension in the BKPSDM of Palu City was analyzed through three sub-indicators, namely: (1) the existence of a civil servant career development system, which includes policies, mechanisms, and formal programs such as talent pools and performance assessments; (2) leadership development programs, which focus on developing managerial and leadership skills as preparation for structural positions; and (3) employee readiness to occupy new positions, which reflects the level of employee competence, experience, and self-confidence to carry out new responsibilities according to their career path.

The existence of a Civil Servant Career Development System

The career development system at the Palu City Human Resources Development Agency (BKPSDM) has begun to be structured through a talent pool mechanism and annual performance reviews, but its implementation is uneven. The first staff member revealed that although not officially included in the talent pool, he still received informal guidance from his superiors in the form of broader assignments. This suggests that competency development can occur outside of formal mechanisms, although its scale and impact may be limited. The second staff member confirmed the existence of a formal system that utilizes the talent pool and performance evaluations to determine promotion eligibility. However, the third staff member criticized that access to the talent pool is not yet inclusive, as only certain employees deemed high-potential receive such opportunities.

This finding is relevant to the concept of development in Nadler's (1990) HRD theory, which emphasizes that long-term development must be systematically designed to prepare employees for greater responsibilities. Talent pools are a common strategy used to identify and prepare future leaders (Cappelli & Keller, 2014). However, for this strategy to be effective, the selection process needs to be transparent and based on objective criteria, so that all employees have a fair opportunity to participate.

Thus, although the Palu City Human Resources Development Agency (BKPSDM) already has a formal career development system in place, the main challenge is ensuring equal opportunities and expanding the scope of development, both through formal mechanisms such as talent pools and targeted

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informal development. This step will help create a work environment that supports the professional growth of all employees, not just those identified as high-potential talent.

Leadership Development Program

Leadership training at the Palu City Human Resources Development Agency (BKPSDM) plays a strategic role in preparing employees for structural positions and developing managerial skills. The first staff member stated that he had never participated in leadership training but expressed a strong interest in participating if the opportunity arose, demonstrating an intrinsic motivation for self-development. The second staff member shared firsthand that the basic leadership training he had participated in, focusing on team management and decision-making, had significantly impacted his ability as an activity coordinator. Meanwhile, the third staff member emphasized that leadership training is typically a formal requirement for civil servants seeking promotion to structural positions and noted that employees who have participated in such training tend to be more confident in leading teams.

These findings align with the development component of Nadler's (1990) HRD theory, which positions leadership development as a long-term investment to prepare employees for greater responsibilities. Research by Day et al. (2014) also confirms that leadership training not only improves technical management skills but also builds self-confidence, communication skills, and adaptive capacity in navigating organizational dynamics.

In the context of the Palu City Human Resources Development Agency (BKPSDM), these data indicate that leadership training programs have the potential to have a significant positive impact on employee readiness for strategic positions. However, access to these programs is not yet equitable, necessitating policies that expand participation opportunities for interested and qualified employees. Furthermore, leadership development should be structured in stages—from basic to advanced training—so that employees can develop their managerial skills in a gradual and structured manner.

Employee Readiness to Occupy New Positions

The continued lack of transparency in career information is a barrier to human resource development. According to Karanja et al. (2017), transparency in the career system is crucial for building motivation and preventing employee development stagnation. Staff statements also revealed differences in the experiences and support they received in preparing for higher-level positions. The first staff member highlighted a lack of transparency regarding career opportunities, potentially limiting employee participation in development or promotion programs. This indicates a gap in internal communication that could impact equal opportunities within the Palu City Human Resources Development Agency (BKPSDM). Conversely, the second staff member described positive experiences from training and involvement as a project coordinator, which helped him build mental and technical readiness to assume greater responsibilities. Meanwhile, the third staff member noted that involvement in cross-disciplinary activities had given him greater insight into the workflow in other units, making him feel more prepared if given a mandate for a new position, even though he had never formally held one.

From the perspective of Nadler's (1990) HRD theory, this situation reflects differences in development levels among employees, influenced by access to information, opportunities to participate in projects, and exposure to cross-functional experiences. Similarly, Gilley et al. (2002) emphasized that employee development requires not only formal training programs but also organizational support in the form of open communication, job rotation opportunities, and ongoing coaching. Therefore, even though some employees have developed career readiness through experience and training, the barrier of limited information about promotion opportunities remains a problem that needs to be addressed.

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In addition to Nadler, Greenhaus et al.'s (2010) Career Development theory highlights the importance of aligning individual and organizational goals in HR development strategies. This is relevant to findings at the Palu City Human Resources Development Agency (BKPSDM), where merit-based career development through talent pools and performance evaluations aligns individual and organizational needs. Similarly, Kolb's (1984) Experiential Learning theory reinforces the finding that job rotation practices and informal mentoring effectively build employee readiness for greater responsibility through learning through direct experience.

Furthermore, the Leader Member Exchange (LMX) Theory developed by Graen & Uhl-Bien (1995) is also relevant to understanding informal mentoring practices at the BKPSDM. LMX explains that the quality of the relationship between superiors and subordinates significantly determines the subordinates' opportunities to receive challenging assignments, guidance, and promotion opportunities. Narratives of staff who received broader assignments from their superiors demonstrate concrete examples of LMX practices in the local bureaucratic context.

From a talent management perspective, Collings & Mellahi (2009) emphasize that strategic talent management is key to ensuring an organization's readiness to face complex change. Interview results indicating the existence of a talent pool and annual evaluations align with this principle, although implementation still faces obstacles such as limited information transparency and a lack of contextual training design.

Thus, the development indicators at the BKPSDM in Palu City not only reflect Nadler's (1990) HRD theory but also intersect with theories of Career Development, Experiential Learning, Leader-Member Exchange, and Strategic Talent Management. The combination of these theories strengthens the understanding that ASN development is not only about formal programs, but also about real work experience, the quality of relationships with leaders, and an inclusive and transparent talent management system.

Research Novelty

This research has both empirical and theoretical novelty. Empirically, this study provides new findings related to the application of Nadler's (1990) Human Resource Development (HRD) theory in the regional bureaucracy, specifically in the Palu City BKPSDM, by showing that although the ASN development program has included training, education, and development, there are still gaps in the distribution of access, frequency of training, and the relevance of the program to job needs. This finding confirms that the main challenge is not only the availability of the program, but also the uneven implementation and the suboptimal post-program evaluation system, thus providing a real picture of the dynamics of HRD development in local government that is rarely revealed in detail in previous research. Theoretically, this study expands the application of Nadler's (1990) HRD theory by operationalizing its three dimensions into measurable and contextual indicators for the Indonesian regional bureaucracy, differing from previous research that generally uses the theory only as a general conceptual framework. By linking field findings to merit-based ASN management practices and public administration literature, this study builds a conceptual bridge between international HR management theory and regional bureaucratic practices in Indonesia, while enriching academic studies on state civil apparatus development.

CONCLUSION

Based on the research results, it can be concluded that the development of human resources at the Palu City Human Resources Development Agency (BKPSDM) has been implemented through three main

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dimensions as proposed by Nadler (1990): training, education, and development. However, its implementation still faces a number of obstacles. In the training dimension, technical training and technical guidance are generally relevant to employee duties and have been shown to improve technical skills and work efficiency. However, the limited frequency and quantity of training mean that not all employees have equal opportunities to continuously improve their capacity. In the education dimension, formal and non-formal education such as further studies, seminars, and workshops have contributed to the development of strategic competencies and opened up career development opportunities, especially for employees with relevant fields of study. However, budget limitations and participant priorities have made access to education unequal. Meanwhile, in the development dimension, career development through talent pools, leadership training, mentoring, job rotation, and cross-disciplinary assignments has prepared some employees for new responsibilities. These programs have been able to improve employee readiness, professionalism, and self-confidence, but development opportunities still tend to be focused on certain employees who are considered to have potential. Overall, the development of human resources at the Palu City Human Resources Development Agency (BKPSDM) has a clear direction and program. However, its effectiveness still needs to be improved through equitable access, increased training frequency, relevance of material to tasks, and a more structured post-program evaluation system. This ensures that the resulting personnel are truly competent, professional, and adaptable to the dynamics of public service delivery.

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