

## Basic Training Management In Improving The Quality Of Candidates For Civil Servants (Cpns) At The Ministry Of Health

Rudi Bastaman<sup>1\*</sup>, Sutaryat Trisnamansyah<sup>2</sup>, Iim Wasliman<sup>3</sup>, Supyan Sauri<sup>4</sup>

<sup>1,2,3,4</sup>Postgraduate Doctoral Program, University of Islam Nusantara Bandung, Indonesia

\*Corresponding Author:

Email : [rubastmail@gmail.com](mailto:rubastmail@gmail.com)

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### **Abstract.**

*The background of this study is still the occurrence of violations of the code of professional ethics of Health civil servants and the lack of quality of health services and behavior of Health civil servants in providing health services to the community. This research is based on the concept and theory of POAC management according to Terry which consists of planning, organizing, implementation and supervision. The general purpose of the study is to review and analyze Basic Training Management in improving the quality of CPNS in the Ministry of Health, specifically to obtain an overview of planning, implementation, supervision, evaluation, inhibiting factors and efforts to overcome obstacles in training. This study uses descriptive method with qualitative approach according to the facts through observation techniques, interviews, and documentation studies on CPNS basic training in Health Training Center Ciloto. The results showed that: (1) training planning is in accordance with planning theory and training policy standards but there are still limitations in the number of certified teaching resources. (2) the implementation is in accordance with the implementation theory and training program standards but there are still weaknesses of some teachers in terms of online teaching strategies. (3) supervision is in accordance with supervision theory and supervision quality standards but the supervisor has not been fully involved in the entire learning process. (4) The evaluation is in accordance with the evaluation theory and evaluation standards of the assessment instrument but does not involve all related elements in the evaluation of graduation. (5) the inhibiting factors of training include the limited number of certified teachers, the weakness of some teachers in online teaching strategies, learning is not on schedule due to internet network connection constraints, supervisors have not been fully involved in all training agendas, and the evaluation has not involved all related elements. (6) the efforts that have been made include cooperation between training agencies, improvement of teacher competence, improvement of internet capacity, communication and coordination related to policy supervision and evaluation of comprehensive training. Management basic training in improving the quality of Health employess has been carried out according to the concept and theory of management, but there are still limitations in terms of the number of certified teachers, teacher competence, supervision and evaluation.*

**Keywords:** *Training, Basic training, Basic training CPNS, Quality improvement CPNS and basic training CPNS health.*

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### **I. INTRODUCTION**

In Law RI Number 5 of 2014 concerning State Civil Apparatus (ASN) it is stated that, Civil servants function as implementers and public servants according to professional positions appointed through the education and training process as stated in Article 63 paragraph (3) and paragraph (4) states that: "CPNS are required to undergo a probationary period which is carried out through an integrated training process to build moral integrity, honesty, spirit and motivation of nationalism and nationality, superior and responsible personality character, and strengthen professionalism and competence in the field". The phenomenon that has occurred until now is that there are still many civil servants who still violate the professional code of ethics, even to the point of dishonorable dismissal. Likewise with civil servants in the health sector, it is still the case that some of these health services violate the professional code of ethics and show attitudes and behavior that are not in accordance with the basic values of civil servants, there are still frequent public complaints related to the quality of health services at the general hospital level and health center level. Some of the factors that cause the number of complaints and the lack of a patient safety culture include: First, the

low level of concern for health workers for patients, this can be seen by the incidence of discrimination experienced by patients, especially from poor people. Second, the workload of health workers is still too heavy, especially nurses who are responsible for nursing care. third, the pragmatism orientation of health workers which is currently still attached to some health workers. There are still health workers who are only oriented to make profit without caring about patient safety. Fourth, the weak supervision carried out by the health office on health workers. (quoted from: <https://www.neraca.co.id/article/35717/>,

Health insurance is one of the duties and responsibilities of the government for all citizens as affirmed in the Law of the Republic of Indonesia Number 36 of 2009, that Health is a human right and one of the elements of welfare that must be realized in accordance with the ideals of the nation as mandated by the 1945 Constitution, based on humanity, balance, benefits, protection, respect for rights and obligations, justice, gender, non-discrimination, and religious norms. In article 5 (UU no. 36 of 2009) It is stated that everyone has the same rights in obtaining access to resources in the health sector in a safe, quality, and affordable manner. In the law it is clear that health services are the rights of citizens without any discrimination with different backgrounds, because all citizens have the right to obtain the same and quality health services, both in terms of attitude and medical treatment to ensure public health. To achieve a healthy and prosperous society or nation, of course, it is necessary to have the support of human resources of professional and characterized government institutions to carry out tasks according to their respective fields, and one of them is the health sector which is competent, professional and characterized by the basic values of civil servants. The State Administrative Institution or abbreviated as "LAN", is a non-ministerial government agency appointed and authorized to conduct studies, education and training for CPNS and PNS. civil servant who pass the selection, must undergo a probationary period by participating in pre-service training. In the RI LAN Regulation Number 1 of 2021 concerning Basic Training of Civil Servant Candidates.

CPNS Basic Training is held in collaboration with the State Administration Institute (LAN) with accredited training institutions to foster CPNS in the pre-service period through education and training in order to build civil servants who have moral integrity, honesty, spirit and motivation of nationalism and nationality, superior personality character and be responsible, and strengthen professionalism and field competence, civil servants are ready to carry out their duties properly and correctly in accordance with laws and regulations as a professional code of ethics that must be guided in acting and behaving in society. One of the Technical Implementing Units (UPT) for implementing Basic Training for health CPNS is the Health Training Center (BBPK) which receives guidance and supervision from LAN. BBPK Ciloto is under and responsible for Agency for Development and Empowerment of Human Resources (BPPSDM) Health as arranged in the Regulation of the Minister of Health of the Republic of Indonesia No. 39 of 2018 concerning Organization and Work Procedures of Implementing Units Technical in Health Training in Neighborhood Health BPPSDM. The Basic Training for Health Civil Servants, which is carried out especially by the Ministry of Health at UPT BBPK, can be regarded as a forum to foster and provide provisions for health CPNS to have good readiness in attitudes, knowledge and skills to provide maximum service to the community in line with dynamic public health needs, demanding clean, competent and professional performance in providing protection, justice, and public welfare in the health sector.

To achieve this, one of them can be done through education and training as according to Notoatmodjo (2009: 2), must be viewed as an investment (investment) in the future for an organization. The development of human resources (human resources development) through education and training on a macro basis, namely "a process of improving the quality or human capacity in order to achieve a goal of nation building". According to Suyatno (2012: 4), a health worker is anyone who devotes himself to the health sector and has knowledge and/or skills through certain education. Therefore, health workers who interact with patients either directly or indirectly require humanistic character of health workers who humanize humans. These characters are empathy, friendly, clean, caring, sympathetic, forgiving, honest, disciplined, polite, etc. Quality health human resources are not only competent and professional, but have character or morals as public servants according to the idea of the President of the Republic of Indonesia Joko Widodo

about "mental revolution", because the mentality and morality of the current government apparatus is so important. Quality human resources support, have high awareness in carrying out the main tasks and functions of government, have attitudes and behavior according to moral values, and can serve the demands and rights of the community according to professional duties, and in the end will achieve a good governance organization, can foster national trust and achieving national welfare.

Seeing the phenomenon that still occurs with some community dissatisfaction with health services to date, of course it can be caused by weak management of coaching in the government environment. The intrinsic element (intention, motivation or sincerity) of these civil servants to devote themselves to being public servants is still weak so that there is a need for guidance for health workers in government institutions in order to produce competent, professional and character health civil servants. In general, the researcher's view is that there are still many violations of the professional code of ethics for health workers civil servants can be caused or influenced by several factors, including: (1) lack of awareness and sincerity in carrying out professional duties, (2) still weak education and coaching, (3) weak supervision, (4) the influence of the environment on the mental of civil servants, Management is a process of how an institution creates or builds a dynamic, conducive, and controlled institutional activity to produce a product such as goods or services as expected, both the expectations of the institution and its customers effectively and efficiently. Management according to Millet (in Sukarna, 2011: 2) says, 'management is the process of guiding and facilitating people who work to achieve a goal'. According to Stoner (quoted Rokayati I, 2014:3), 'Management is a process of planning, organizing, directing and controlling, the efforts of organizational members and the use of other organizational resources in order to achieve the stated goals'. Then according to Terry (quoted Hasibuan, 2017:2), 'Management is a concrete act of the process of planning, organizing, implementing, and controlling undertaken to determine and achieve stated objectives by making use of human and other resources'.

Providing guidance in the sense of providing maximum knowledge and skills according to the needs and demands of the community for health services and providing guidance with supervision of human moral values and professional ethics, while facilitating in the sense of providing support for all the needs of learning citizens during the activity process so that standards are met. processes can run and achieve goals effectively and efficiently. Management in its implementation there are steps or stages of management that must be carried out consistently and continuously, namely: (1) planning, (2) organizing, (3) implementing or moving, and (4) supervising or controlling. The main objective of education and training for CPNS is to establish the quality of CPNS who are professional and have character according to the basic values of civil servants through basic health CPNS training organized by BBPK with guidance and supervision from LAN RI. Product quality is the main goal for every institution, including government agencies, to produce human resources for health workers who are competent and professional in their field of work, and have character according to the basic values of civil servants. Quality according to Crosby (quoted Engkoswara, 2015: 304) is individual conformity to requirements/demands. In the concept of integrated quality management (total quality management) according to Sallis, (2011: 73), achieving quality requires involvement of all related elements in order to produce quality to guarantee satisfaction to customers/society. Based on the problems mentioned above, then how is the management of basic training in improving the quality of CPNS at the Ministry of Health in order to produce health CPNS that are professional and characterized by the basic values of ASN. The purpose of this research is to examine and obtain an overview of planning for basic health civil servant training, implementation of basic health civil servant training, supervision of basic health civil servant training, evaluation of basic health civil servant training, inhibiting factors for basic health civil servant training, and efforts to overcome obstacles. CPNS basic training.

## II. RESEARCH METHODS

This study uses a descriptive method with a qualitative approach in analyzing and describing data and information according to scientific facts based on the perceptions, attitudes, and thoughts of the selected

respondents as well as the environment and social activities when conducting research on basic training management in improving the quality of CPNS who are professional and have character. Researchers examine data and information from several samples, based on events, phenomena or natural conditions at the time the researcher conducts research. The sample is used as the basis for researchers to describe and provide general conclusions based on the theories and concepts used from the problems studied. Collecting data and information using interview, observation and study techniques documentation. The research was conducted at BBPK Ciloto with several people as respondents including: Head of BBPK Ciloto, Chair of the Training Committee, Supervisor/Quality Assurance, Widya Swara and Trainees.

### III. RESEARCH RESULTS AND DISCUSSION

#### 1. Health CPNS Basic Training Planning

Planning basic training in improving the quality of CPNS who are professional and characterized at BBPK Ciloto has been carried out according to the planning stages but has not been maximized. The implementation of basic health CPNS training has standard policies, curriculum, programs, procedures and resources. The basic training policy is based on the laws and regulations of the ministry of health and LAN regulations as the standard for providing basic training for civil servants. The basic training curriculum consists of a character building curriculum and a curriculum for strengthening competence in the field of work in an integrated manner in classical and non-classical learning activities. The formation curriculum is a curriculum for the formation of moral integrity, honesty, spirit and motivation of nationalism and nationality, superior personality and responsibility as CPNS. The field competency curriculum is related to the competence and professionalism of each field of expertise. The basic training program consists of: (1) an agenda for state defense behavior, (2) an agenda for the basic values of civil servants, and (3) an agenda for the position and role of civil servants and (4) an agenda for habituation.

These training programs are based on tasks, in classical activities or face-to-face activities carried out within the BBPK Ciloto institution, participants are equipped with knowledge and understanding of professional duties and are fostered about attitudes and behavior to defend the State. The non-classical activities in the habituation agenda are the actualization of civil servant values carried out by participants in their respective workplaces to form character habits and increase competence in the field of expertise. In the habituation agenda, participants are required to actualize the basic values of civil servants including the values of accountability, nationalism, public ethics, quality commitment, and anti-corruption (ANEKA) in their daily work according to their respective jobs which are monitored by mentors and guided by coaches from each participating institution. Planning according to Terry (quoted Siswanto, 2016:16), 'is the determination of work that must be carried out by a group of people to achieve goals'. Planning according to Koontz and O'Donnel (quoted Hasibuan, 2017:92), 'planning is a function of managers to select goals, policies, procedures, programs from various alternatives.

Based on this understanding that BBPK Ciloto's work are programs that are planned to form professional and characterized health CPNS according to the basic values of civil servants as the main purpose of holding training activities in accordance with training policies and curriculum developed by LAN together with BBPK Ciloto. Human resources at BBPK Ciloto consist of structural and functional positions that have been regulated by the ministry of health along with the duties and functions of each position in the organizational structure. In planning basic training activities, BBPK Ciloto formed a training organizing committee that involved various internal and external elements. In general, the planning of basic training in improving the quality of professional and characterized health CPNS at BBPK Ciloto has been carried out in stages. Planning by determining each job according to policy, curriculum, and program standards, as well as operational standards for the implementation of activities. However, in planning the basic training for CPNS health, it has not been fully supported by educator resources, some of the educators assigned from internal and external have not all been certified TOF LAN, and the quantity is still lacking when viewed from the number of activities for each training force.

## 2. Implementation of Basic Health CPNS Training

The implementation of basic training in improving the quality of professional and characterized health CPNS at BBPK Ciloto has been carried out according to the guidelines for implementing the training program but in the process it has not been maximized. Basic training is carried out for 74 effective days, each batch consists of 40 participants according to the policy through a selection process based on the mechanism for accepting prospective students with documentary evidence CPNS, letter of assignment, and willingness to comply with the rule training. The learning process is carried out in blended learning due to the Covid-19 pandemic emergency. The learning method used is coaching and mentoring methods. The coaching method is carried out where a coach guides participants to make a plan to actualize the basic values of civil servants. The mentoring method is a development method where a mentor provides tips, tricks, shares experiences, methods, successful ways according to the mentor's experience. The implementation of learning is carried out through the preparation stage, implementation stage and evaluation stage. The preparation stage is the preparation of an activity schedule, preparation of implementation guidelines, identification of teaching and mentoring resources, communication and coordination with educators, students, supervisors and parties involved. The preparation stage for educators (Widyaiswara) is to prepare learning materials, RBPMP, modules, teaching materials, broadcast materials, media and online learning aids.

In the implementation stage of the teaching and learning process, educators generally carry out opening activities, the core activities are closing activities. The opening activity ensures participants' readiness to learn, reviews the previous material, and provides motivation to learn. The core activity is generally the delivery of core material. The closing activity was carried out by asking questions and ending by giving independent and group assignments. Learning evaluation stage is an assessment in the academic field, behavioral attitudes, actualization and technical competence in the field of work. Academic evaluation is carried out through self-test during MOOC by utilizing LMS LAN. Evaluation of behavioral attitudes through direct observation. Evaluation of the actualization and technical competence of the field based on the proposed actualization, and the results of the actualization of the participants. The implementation or movement according to Terry (quoted Sukarna, 2011: 82), 'awakens and encourages all group members to will and try hard to achieve goals sincerely and in harmony with planning and organizing efforts from the leadership'. There are at least six factors that influence the implementation of management, namely: (1) leadership, (2) moral attitude, (3) relationship management, (4) incentives, (5) supervision, and (6) discipline. These six elements are elements that must be grown and owned by all human resources so that goals can be achieved effectively and efficiently.

Motivation for participants according to the method used and the imposition of sanctions for disciplinary violations in the classroom during the learning process and outside the classroom, both by educators and assigned assistants and mentors. As for the managers, especially the widyaiswara, it is to increase the credit score as educators. In addition, motivation is provided through effective communication and coordination between managers, between managers and participants as well as between managers and participating institutions as supervisors, and assisting participants in dealing with problems through special assistance. In general, the implementation of basic training in forming the quality of professional and character health CPNS at BBPK Ciloto has carried out the implementation stages starting from the acceptance of prospective students, the implementation of the teaching and learning process from the preparation stage, implementation stage and evaluation stage although it has not yet produced a teaching and learning process optimally. quality. Some educators in classical activities with online learning systems still have difficulty implementing interesting learning strategies. Changes in the learning system from offline to online have not been matched by technology-based educators so that the learning process seems monotonous, less interesting because the materials and teaching materials are less innovative and attractive.



### 3. Supervision of CPNS Health Basic Training

Supervision of Basic Training in improving the quality of professional and characterized health CPNS at BBPK Ciloto has been carried out according to supervisory standards by referring to quality assurance guidelines but not yet optimal. Supervision is carried out according to supervision and control guidelines to trainees, teaching staff, and administration. Supervision of trainees is related to behavioral attitudes, membership legality, service to participant needs, and activity reporting. Supervision of educators is related to the implementation of the teaching and learning process, code of ethics, educator competence, service needs, as well as reports on educator activities. Supervision of the implementation is related to the management of activities from planning to reporting, and program services according to implementation standards. Supervision techniques are carried out through direct supervision, interviews and document tracing. Direct supervision by direct viewing the process of activities, comparing planning with implementation according to the instruments and technical guidelines for supervision. Interview by doing question and answer to the committee and participants. Trace documents by comparing the suitability of planning and implementation documents based on activity reports.

Supervision is carried out by the supervisor as a quality assurance team. Supervision in e-learning activities is carried out directly by supervisors in learning activities, while for actualization activities (habituation) it is carried out by mentors from each participating institution. Supervision or control according to Terry (quoted by Sukarna, 2011: 110), 'is a process of determining what must be achieved, what standards are being carried out, assessing implementation and if necessary making improvements, so that implementation is in accordance with the plan, that is, in line with standards. (size)'. Based on this, the activities in the supervision process include: (a) determining the standards or basis for supervision; (b) implementation measures; (c) compare implementation with standards; and (d) find out if there is a difference; and (e) correct deviations by means of appropriate action. Supervision or control is carried out to control all programs so that according to program standards and goals that have been set, the maximum can be achieved, namely the formation of professionalism and character of the trainees through a control process. Standards for the implementation of supervision are prepared through technical guidelines for supervision which serve as guidelines for conducting supervision.

As for assessing the implementation in this case, it is a monitoring instrument that has been determined by the manager as a tool to evaluate the results of supervision and take follow-up actions for future improvements. In general, supervision of basic training in improving the quality of professional and characterized health CPNS at BBPK Ciloto has carried out the stages of supervision according to standards and procedures for trainees, teaching staff, and implementation through observation, interviews and document tracing by involving supervisors as a quality assurance team. training but not optimal. Direct supervision by new supervisors is carried out in the teaching and learning process in classical activities, while the habituation process during the actualization of trainees in their respective workplaces is not carried out by the supervisor of the Ciloto BBPK institution so that the activity control process is less than optimal in fostering the character of the participants.

### 4. Evaluation of CPNS Health Basic Training

Evaluation of basic training in improving the quality of professional and characterized health CPNS at BBPK Ciloto was carried out on participants, on educators, and on the overall training implementation. Evaluation of participants is related to assessment of academic abilities, attitudes and behavior, actualization plans, as well as actualization results and competencies in the participant's field of work during habituation. Evaluation of educators is an assessment of the ability of educators in implementing the standards of the teaching and learning process starting from learning design, teaching materials, learning media, commitment to the field of duty to reporting. Evaluation of the overall implementation is an evaluation of the overall management of the implementation of basic training from planning, organizing, implementing, supervising, reporting, services, and administrative completeness according to policies, curriculum, programs and training procedures from planning to reporting. Planning and organizing evaluation is an assessment of the suitability

between program planning and organization and program implementation for educators and participants with program standards based on LAN regulations and curriculum. Implementation evaluation is an assessment of the standard process according to the program, procedure or implementation mechanism, examines the root causes of various obstacles, and evaluates services for educators and participants.

Evaluation according to Stufflebeam (quoted Putra SR, 2013: 73), 'evaluation is a process of describing, obtaining, and presenting useful information to formulate an alternative decision'. The measurement according to Arifin, (2012:4), can be interpreted as a process or activity to determine a certain quantity. In the measurement must use a measuring instrument (test or non-test). The measuring instrument must have a high degree of validity and reliability. The evaluation carried out on participants, educators and management aims to obtain an overview of the implementation and the overall results achieved regarding basic training management from various elements and perspectives, so as to produce a valid conclusion as a basis for decision making for the institution at the next stage. In general, the evaluation of basic training in improving the quality of professional and characterized health civil servants at BBPK Ciloto has been carried out as has been carried out according to the theory and principles of evaluation and evaluation instruments, but has not maximally involved all parties involved in the training process, namely elements of the participating agencies during the evaluation to decide on the graduation of participants.

### **5. Inhibiting Factors for Basic Health CPNS Training**

Basic training in improving the quality of CPNS Health at BBPK Ciloto in the process still encountered several obstacles, including: (1) lack of support for TOF LAN certified educators and educators. (2) some educational competencies are still weak in the online learning system, seem monotonous or less creative. (3) supervision has not been carried out comprehensively on calcical and non-classical activities (habituations). (5) the evaluation of the participants' graduation that has not been comprehensive involves all related elements, especially the mentors and participating agencies. According to Daming (quoted by Sallis, 2015: 89), common causes of quality failure can be caused by: (1) weak curriculum design, (2) unqualified buildings, (3) poor work environment, (4) inappropriate systems and procedures, (5) haphazard work schedules, (6) insufficient resources, and (7) inadequate staff development.

The factors that cause quality failure are caused by system, policy and resource failures. For this reason, in determining the steps for achieving goals, the application of management needs to be analyzed which causes or may fail to achieve the expected goals. As for the specific causes of quality failure, according to Daming (quoted Sallis, 2015: 90), it is often caused by procedures and rules that are not adhered to. This could be due to a communication failure or staff misunderstanding. Based on this, in general, the main factors for basic training in improving the quality of professional and characterized health civil servants at BBPK Ciloto are the lack of policy support and resources, especially human resources, as well as communication failures. Policies relating to the policy of organizing basic training for supervision are carried out on classical activities, while non-casual activities are left to the respective participating institutions. Lack of support from human resources is not only in quantity but includes quality in this case competence and professionalism. Communication failure so that the process is not optimal due to the weak competence of educators becomes an obstacle to achieving program standards.

### **6. Efforts to Overcome Barriers to Basic Health CPNS Training**

Efforts to overcome obstacles to basic training in improving the quality of professional and characterized health CPNS at BBPK Ciloto, include: (1) Limited human resources, namely: do bcooperating with other agencies such as with LAN, KLHK, and the TNI, as a step to overcome the problem of the limited number of teachers who are certified TOF LAN. (2) some educators are less competent and seem monotonous or less creative, namely conducting sharing sessions or exchanging experiences between teachers or with other competent people other than through increasing academic qualifications or special education and training. Sharing session activities are carried out when the implementation of activities takes place through sit-in and post-implementation programs, in the sense that activities can be flexible. (3) Supervision that is not yet comprehensive by involving the leadership of the participating institutions,

conducting a search for the completeness of supporting documents for participant reports and seminars on actualization activities involving the leaders of the participating institutions.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

##### 1. Conclusion

The management of basic training in improving the quality of professional and characterized health CPNS has been implemented by management theory through the stages of planning, implementation, monitoring and evaluation based on the standards of policies, curriculum, and programs, but in operation it has not been optimal, generally caused by the following:

- a. Planning has been carried out according to planning theory but is not optimal due to limited human resources, especially educator resources.
- b. The implementation has been carried out according to the implementation theory, but it is not optimal because some educators are less competent in carrying out interactive and interesting online learning.
- c. Supervision has been carried out according to the theory of supervision, but it is not optimal because it is not comprehensive between supervision in classical and non-classical activities.
- d. The evaluation has been carried out according to the evaluation theory, but it is not optimal because it does not involve related elements in determining graduation standards, namely mentors or participating agencies.
- e. The inhibiting factors include: (1) limited human resources, (2) supervision has not been comprehensive on classical and nonclassical activities, and (3) evaluation has not involved all elements.
- f. Efforts to overcome obstacles include: (1) carrying out cooperation with other agencies for the fulfillment of human resources. (2) Improving the competence of educators through sharing sessions and sit-in exchange of experiences between educators. (3) strengthening the validity of participant activity reports and seminars on actualization activities involving the leaders of participating institutions.

##### 2. Recommendation

Based on the conclusions above, the researchers provide recommendations to the government in this case the Ministry of Health, Head of BBPK Ciloto, Widyaiswara and trainees that the ministry of health should take corrective steps through policies on basic CPNS training, provision of experts and competencies human resources, providing motivation, understanding and responsibility of participants as CPNS health for the demands of the profession in providing health services to the community. As for other researchers, they can develop the concept of basic training for health civil servants within the Ministry of Health.

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