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Competency Development Strategy Based on State Civil Apparatus Repositioning

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Abstract

Competence for a State Civil Apparatus (SCA) is so crucial for public services. Merit System is an SCA management policy based on quality, competence, and effective performance. Without distinguishing ethnicity, existence, race, religion, age, marital status, and condition of disability. The objectives of the SCA Law are Independence, Competence, Work Productivity, Integrity, Welfare, Quality of Public Services, as well as Supervision, and Accountability. This study uses a qualitative method. The results of the study show that the merit system in the Indonesian bureaucracy aims to produce professional and integrity apparatus by placing them in government bureaucratic positions according to their competence, where the development of apparatus competence can be done with (Classical-Non-Classical) Education and Training (EaT), also through mentoring, Coaching and learning communities.

Keywords: Competence, Merit System, Professional, Mentoring, Coaching, Learning communities.

1. Introduction

In the context of implementing the ideals of the nation and realizing the goals of the state, as stated in the Preamble to the 1945 Constitution of the Republic of Indonesia, it is necessary to build a State Civil Apparatus (SCA) that has integrity, is professional, is neutral and is free from political intervention, is free from practical practices. corruption, collusion, and nepotism, as well as being able to provide public services for the community and being able to carry out the role as an adhesive element of national unity and integrity based on Pancasila. To realize the apparatus as part of bureaucratic reform, it is necessary to define SCA as a profession that must manage and develop itself and is obliged to account for its performance and apply the principle of merit in the implementation of management (Akib et al., 2019; Suprapto et al., 2018). According to experts and researchers (Darmi & Suwitri, 2017; Hafidz, 2017) that the Human Resources (HR) of the apparatus within the institutional framework of achieving the vision and mission ensures there is no overlapping of functions/authorities both intra and between institutions; ensure the existence of governance and a synergistic working relationship between functions/authorities, both intra and inter-institutional;

ensure the availability of professional apparatus to carry out the functions/authorities that exist in each institution, and ensuring that institutional formats provide leverage to the achievement of development outcomes.

Historically, in Law Number 5 of 2014 concerning State Civil Apparatus (SCA), it has been explained that every Apparatus has the right and opportunity to develop competence. Competency development includes education and training, seminars, courses, and upgrading. Competency development must be evaluated by the competent authority and used as one of the bases for promotion and career development. In developing competence, each government agency is required to prepare an annual competency development plan which is contained in the annual work plan of the respective agency's budget. In addition, according to Government Regulation Number 11 of 2017 concerning Management of Civil Servants (MCS), it is stated that competency development for each apparatus is carried out at least 20 hours of lessons in 1 year.

The method of implementing competency development according to the Government Regulation can be done through: First, classical training education. Classical training is a learning process that is carried out face-to-face in the classroom (Hawkins et al., 2015; Munastiwi, 2015). Classical training is also carried out with the provisions that participants are boarding and provided with supporting activities in the form of activities to increase physical fitness. Classical training is carried out in leadership structural training, national level training, managerial training, technical training, functional training, socio-cultural training, seminars, conferences, workshops, courses, upgrading, or technical guidance. Second, non-classical training. Non-classical training is a learning process that is carried out at least through e-learning, on-the-job guidance, outdoor training, distance training, or internships. Non-classical training is carried out in online webinars/seminars, distance training, coaching, mentoring, detachment (secondment), e-learning, independent learning, and learning communities. Non-classical training is also called the competency development method.

To realize the repositioning and redistribution of the apparatus is not an easy matter, but firmness/consistency in policy implementation is important for decision-makers at certain loci (Moore et al., 2011), including within the scope of the West Papua Provincial Government. As it is known that the role of the apparatus has an important position in the administration of government and development, community empowerment, and public services (Sahyana, 2017; Setiorini, 2021; Sugiman, 2018), it is necessary to involve the apparatus with capabilities. Optimizing the role of the apparatus in carrying out the main tasks must be regulated and managed effectively and efficiently with the application of a merit system.

The implementation of SCA duties in various work units is still found in situations and conditions that do not show attitudes and behavior as expected by all parties. According to Diestel et al. (2014) that the knowledge, skills, and experience of employees are often not following the demands of work assignments, and even difficult to adapt to an increasingly competitive work environment because it is growing day by day, especially in entering digital services that demand capabilities that are following the required standards.

As it is known that the number of civil servants in the West Papua Provincial Government as of June 2021 is 5,370 people or 12.79 percent, while civil servants in 13 regencies/cities are 36,602 people. Thus, the number of civil servants working in the West Papua Province and 13 Regencies/Cities is 41,972 people.

Table 1
Civil Servant Data at the Regency / City Government and West Papua Province

Amount of SCA in Papua Barat Province, June 2021			
No.	**Regency/City**	**Amount**	**Percentage (%)**
1	Sorong City	3.478	8,29
2	Sorong Regency	3.839	9,15
3	Raja Ampat Regency	3.100	7,39

4	Sorong Selatan Regency	3.111	7,41
5	Meibrat Regency	2.373	5,65
6	Tambrauw Regency	1.383	3,30
7	Fak Fak Regency	4.105	9,78
8	Kaimana Regency	2.117	5,04
9	Teluk Bintuni Regency	3.208	7,64
10	Manokwari Regency	4.186	9,97
11	Teluk Wondama Regency	2.757	6,57
12	Manokwari Selatan Regency	1.403	3,34
13	Pegunungan Arfak Regency	1.542	3,67
14	Papua Barat Provincial Govt.	5.370	12,79
	Jumlah	**41.972**	**100**

Source: Statistical Data of Civil Servants of West Papua State Personnel Agency.

By looking at the data received with educational qualifications that are more dominated by non-strata education levels, this will affect the continuity of the availability of quality Apparatus HR in the West Papua Provincial Government, thereby facing various challenges in the future such as knowledge, skills, attitude, others /KSAO (Burke & Ng, 2006; Hecklau et al., 2016; Hunter, 2004; Lepak et al., 2006).

The management of SCA in the West Papua Provincial Government is felt to be still not by the needs of existing positions. One of the reasons is that the management practices of Civil Servants do not meet the required capability criteria. Human Resources is the most decisive factor in every organization, including public/Government organizations manned by SCA as one element of the nation's competitive strength, even as the main determinant of national development, the apparatus needs to have the competence and have high performance to achieve goals, as implementers public policy and public services, but also as a unifying glue for the nation.

Structuring an apparatus that does not pay attention to technical aspects will cause problems and even cause a wider domino effect so that it can have a bad impact on the community which in turn reduces public trust in the government (Clayton, 2011; During, 2020; Johnstone, 2022). The quality of civil servants has a positive effect on the performance of government agencies, this shows that the higher the quality of the apparatus, the performance of government agencies will increase.

Another policy that needs to be implemented to reposition the apparatus is through the arrangement of civil servants based on a merit system which is one option to create human resource management (HRM) that can support the smooth implementation of government tasks. Rationalization of the placement of the apparatus that leads to an increase in competence and work performance requires an arrangement of the number, qualifications, composition, and distribution.

The position and role of the apparatus who are often referred to as bureaucrats is a concern because most of life in the state is regulated and determined by the government through bureaucrats (Weber, 2016). The positions and roles of civil servants are interesting to discuss because these positions and roles have not been as expected. In general, the position of Civil Servants in the Government is often in conflict between the rulers of the government/state and the people or communities they control, where the Civil Servants should be in positions that are by the roles that should be carried out.

2. Methods

This research is qualitative descriptive research which is commonly called naturalistic research because the research is carried out in natural conditions (Bradshaw et al., 2017; Sandelowski, 2010). Natural objects are objects that are as they are, not manipulated by researchers so that the conditions when researchers enter

the object, after being in the object, and after from the object are relatively unchanged. In qualitative research, the researcher becomes the instrument. The qualitative research approach is used to obtain in-depth data, data that contains meaning. Meaning is actual data, definite data which is a value behind visible data. Therefore, qualitative research, emphasizes more on the meaning commonly referred to as transferability, meaning that the results of the research can be used elsewhere when the place has characteristics that are not much different.

3. Results and Discussion

Result

Improving the quality of human resources is the key to the success of national development. This needs to be realized because humans are both the subject and the object of development. Given this, the development of Human Resources is directed to become human beings who are truly capable and have a productive, skilled, creative, disciplined, and professional work ethic. Besides that, it is also able to utilize, develop, and master innovative science and technology to spur the implementation of national development. Law No. 5 of 2014 concerning State Civil Apparatus (SCA) which was followed up through Regulation of the State Administration Agency No. 10 of 2018 concerning Competence Development of State Civil Servants has mandated the importance of Competency Development. To be able to improve the competence of government officials through education and training, efforts must be directed to 1) Increasing the attitude and spirit of service that is oriented to the interests of the community, nation, state, and homeland; 2) Improvement of technical, managerial and/or leadership competence; 3) Increasing the efficiency, effectiveness, and quality of the implementation of tasks carried out in the spirit of cooperation and responsibility following the work environment and organization (Lepak et al., 2006; Mannayong et al., 2021; Putra & Mannayong, 2022).

In Indonesia, the merit system is legally formally enforced through Law No. 5 of 2014 concerning State Civil Apparatus. The law states that SCA management policies are based on qualifications, competencies, and performance that are applied fairly and fairly without distinction of political background, race, color, religion, origin, gender, marital status, age, or disability condition (without discrimination). This system seems to be a critique of the flourishing practice of nepotism and primordialism in the world of work. Therefore, the merit system is one of the outcomes of the bureaucratic reform agenda launched by the President to create a neutral bureaucracy capable of serving public needs and free from Corruption Collusion, and Nepotism.

The implementation of a merit system in the Indonesian bureaucracy aims to produce professional and integrity personnel by placing them in government bureaucratic positions according to their competence; providing fair and proper compensation; developing the capabilities of the apparatus through guidance and training; and protecting careers from politicization and policies that go against the principle of merit. The following is a description of the 2015-2024 SCA Development..

Discussion

Competency Development Strategy Based on SCA Repositioning. The repositioning of the apparatus should be understood as Human Capital by viewing the apparatus as an investment for the organization so that its management will be maximized, not otherwise the apparatus is only used as a resource. The paradigm change from the official who is authorized in managing the apparatus that allows the behavior and performance of the employee to be transformed into a quality apparatus, especially to carry out effective and efficient government as well as innovative and high performance (Burke & Ng, 2006; Hecklau et al., 2016). The importance of implementing a merit system in the arrangement of the apparatus is the most important part of the administration of government so when determining the apparatus that occupies a position, it should meet the criteria carried out through scoring/assessment of the fulfillment of ideal aspects that can be proven (Hidayah & Herachwati, 2021; Setyowati, 2016; Wijaya et al., 2019), one of them with administrative documents (Dwiputrianti, 2018). Therefore, the ability of personnel managers in the West Papua Provincial

Government to prepare various assessment prerequisites also influences the assessment of the merit system in Indonesia. The application of the merit system is nothing more than numbers in the assessment and should not only focus on collecting points, but also the internalization process in the thoughts and daily lives of the actors.

The development of SCA (Classical-Non-Classical) competencies which so far has received greater emphasis is education and training (EaT). Education and Training is a policy instrument that is considered the most effective in achieving the competencies required by an ASN position. Government Regulation Number 101 of 2000 concerning EaT of Civil Servants states that education and training aims, among other things, to improve competence (knowledge, expertise, skills, and attitudes) to be able to carry out professional duties. EaT for the development of SCA competence includes: 1) Structural/Leadership Training, namely EaT carried out to achieve leadership/managerial competence of the apparatus by the level; 2) Functional EaT carried out to achieve competency requirements by the type and level of each functional position; and 3) Technical Training, namely EaT carried out to achieve the technical competence requirements needed for the implementation of tasks (Lepak et al., 2006; Mannayong et al., 2021; A. D. Putra & Mannayong, 2022).

Non-classical SCA competency development strategies are carried out through: First, mentoring is a process of sharing experience and knowledge from someone who has been experienced (been there done that) to someone who wants to learn in the field (MacGregor, 2000; Palermo & McCall, 2008; Sobri et al., 2018). Share experiences and knowledge. Mentoring is carried out for employees with above-average performance, providing direction to align their career desires with organizational goals and broaden the horizons and things that need to be considered for top performers. The principles of mentoring are synergy, relationship, and uniqueness. What is meant by synergy, mentoring must enrich the mentor and mentee. Mentoring is the strength of a partnership relationship between two individuals. The focus is not on making the person being mentored dependent but on developing independent critical thinking in the person being mentored. Uniqueness, it is important to understand the concept of mentoring and how it differs from coaching and counseling. Mentoring must provide direction in the right direction. The stages of mentoring are prescriptive (contracts, setting boundary conditions, confidentiality), persuasive (defining the essence of the relationship, understanding the mentee about the organization), collaborative (general problems, specific problems, roadmaps for future discussions), and confirmative (guidance by providing instruction).

Second, coaching is a process in which you are assisted by a coach to achieve a goal that you set (Ladyshewsky, 2010; Medland & Stern, 2009; Rekalde et al., 2017). Here the keyword is to achieve the goal. A coach will also serve as an accountability partner to make sure you do the things you are about to do. Coaching is needed because there is a mental barrier in a person, there are problems, or because they want to be happy and successful. Each individual has problems as obstacles that must be resolved, but each individual also has the potential as an opportunity to be developed. Barriers to coaching include feeling inadequate, negative thinking, feeling guilty, angry, and introverted. Meanwhile, coaching opportunities include competency development and business development.

Third, the learning community (Blayone et al., 2017; Kanawapee et al., 2022; Longworth, 2006). An association of several officers who have a mutually beneficial goal to share knowledge, skills, and attitudes of personnel behavior to encourage the learning process. The learning community philosophy is openness (open learning as a source of information), collaboration (everyone must be able and have competence), excellence (pursuit of quality, challenging to be the best), democratization (every individual respects diversity, does not discriminate and does not dominate). The learning community step starts from preparation, namely identifying problems, determining the community, raising community awareness, and making commitments. Then proceed with the implementation by creating an atmosphere of openness, communication, and collaboration, identification of alternatives, and transfer of knowledge, skills, and values). The last step of the learning community is evaluation, which is measuring the achievement of results, reinforcement, and sustainability.

4. Conclusion

The merit system in the Indonesian bureaucracy aims to produce SCA who are professional and with

integrity by placing them in government bureaucratic positions according to their competence; providing fair and proper compensation; developing SCA capabilities through guidance and training; and protecting the career of the apparatus from politicization and policies that are contrary to the principle of merit that has not been fully optimized by the provisions and expectations. In practice, the application of the merit system in Indonesia, especially in the West Papua area of Bintuni, is quite complex due to the influence of environmental conditions in which the system is applied. Therefore, it is not surprising that the progress of implementing the merit system differs from one institution to another, considering that there are different social and even geographical contexts. In the end, the application of the merit system is more than just a number in the assessment and we should not focus on collecting points only, but also on the internalization process in the thoughts and daily lives of the perpetrators. It should be noted that the evaluation of the application of the merit system is carried out through scoring/assessment of the fulfillment of ideal aspects as evidenced by one of the administrative documents. Therefore, the ability of government agency personnel managers to prepare various assessment prerequisites also influences the assessment of the merit system in Indonesia. The strategy for developing the competence of the SCA in improving Public Service is through education and training, namely technical guidance, mentoring, coaching, and an e-learning community.

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