

Analyzing the Challenges and Barriers to Develop State Civil Apparatus Competency Through Talent Management Development After the Release of the National Succession Planning System

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ABSTRAK

Indonesia telah melakukan transisi dari model manajemen pelayanan publik dengan tujuan untuk meningkatkan pemberian layanan dan daya saing. Namun perubahan ini menghadapi tantangan efisiensi pada proses, struktur sumber daya manusia, dan birokrasi. Ketidakpercayaan masyarakat dan ketidakpatuhan ASN mengikuti arus reformasi menimbulkan tantangan bagi peningkatan kompetensi ASN dan juga reformasi kepemimpinan. Penerapan terobosan dalam pengembangan pelayanan publik belum dapat mencegah terjadinya korupsi di lingkungan pemerintah daerah dan pusat. Korupsi yang terjadi bukan saja disektor fiskal, tetapi juga dalam jual beli jabatan telah terjadi akibat lemahnya integritas ASN. Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Republik Indonesia Nomor 38 Tahun 2017 tentang Standar Kompetensi Jabatan Aparatur Sipil Negara mengharuskan seorang ASN harus memiliki kompetensi teknis, manajerial dan sosial kultural terkendala dari penerapan aturan terkait jabatan fungsional dan pengembangan karir, kelembagaan tempat ASN bekerja dan pengembangan dari lembaga pelatihan ASN. Kendala ini berpengaruh terhadap keinginan untuk berkembang dari ASN, sehingga diperlukan sistem perencanaan suksesi yang saling terintegrasi dalam pengembangan kompetensi dan melibatkan partisipasi publik untuk mencegah korupsi, kolusi dan nepotisme dalam pelaksanaannya.

Kata Kunci: Daya saing, kompetensi ASN, reformasi kepemimpinan, korupsi.

ABSTRACT

Indonesia has transitioned from a public service management model to one to improve service delivery and competitiveness. However, this change faces challenges of efficiency in processes, human resource structures, and bureaucracy. Public distrust and State Civil Apparatus (ASN) non-compliance with the flow of reform pose challenges to increasing ASN competency and leadership reform. The implementation of breakthroughs in the development of public services still cannot prevent corruption both in regional and central government. Corruption does not only occur in the fiscal sector but also the 'buying and selling' positions due to the ASN's low integrity. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2017 concerning Competency Standards for State Civil Apparatus Positions requires that a State Civil Apparatus must have technical, managerial, and socio-cultural competence, which is constrained by the application of rules related to functional

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positions and career development, the institutionalization of the ASN's workplace, and development of ASN training institutions. These constraints influence the ASN's desire to develop. Thus, an integrated succession planning system for competency development which involves public participation is needed to prevent corruption, collusion, and nepotism in its implementation.

Keywords: Competitiveness, ASN competency, leadership reform, corruption.

Introduction

The current environmental changes in society produce a lot of turbulence in the national and state spectrums (Turner et al., 2019). Therefore, competent State Civil Apparatuses (ASN) are highly needed. ASN competency refers to the ability of ASN to effectively carry out their duties and responsibilities in government or the public sector. ASN competency standards can include a series of skills, knowledge, and attributes needed to efficiently and effectively carry out their role (Badan Kepegawaian Negara, 2019). This competency can be improved by providing education and training using a suitable curriculum and syllabus to be applied in their work activities. The ultimate goal is to prepare ASN to be able to adapt to the actual conditions of their future work in order to obtain professional achievements in their field of work. If an employee cannot adapt to a continuously changing, complex, and uncertain work environment, they will certainly experience a decrease in their capacity to anticipate what will happen in the future (Park & Park, 2021). The future of today can no longer be predicted by extrapolating situations based on deterministic thinking models. The design of new complex strategies that integrate deliberate and emergent strategies based on probabilistic thinking models and complexity theory is needed (Bratianu et al., 2020). Central and regional governments must be able to respond to the uncertainty of changes in society so that they can make the necessary changes to be able to adapt to these changes by increasing the required core competencies (Armanious & Padgett, 2021).

Competency improvement is not only developed in teaching and learning settings but also requires targeted and continuous efforts to learn about competencies and to work with a set of concepts, methods, and skills from each competency (Brundiers et al., 2021). This applies not only to ASNs whose competencies will be developed but also to training institutions where ASNs receive self-development through training. Therefore, training institutions need to provide development programs and build shared literacy around key competencies in sustainability related to competency practices for ASN.

Carrying out effective talent management requires commitment from the organization to be able to understand this relationship. This allows a better understanding of the relationship between talent management and performance variables that incorporate affective organizational commitment variables. In addition to developing a talent management-based intervention strategy,

governments need to focus intensively on their employees' affective commitment if they hope to increase productivity. This suggests a plan concentrating on bringing in, developing, and keeping workers who are capable of inciting organizational commitment (Luna-Arocas & Lara, 2020).

Research Methods

This article is a conceptual article with a literature review method. In this case, the author reviewed literature related to the government's desire to develop ASN competencies and how to develop them, where interesting ideas were extracted to conclude. In this case, the author searched literature related to Human Resources Development for government officials and obtained 41 pieces of literature consisting of 4 regulations, 27 articles from domestic journals, and 10 articles from foreign journals published in 2019 - 2023.

The aim of ASN development is one of the eight areas of change in Human Resources (HR) reform for the apparatus in order to produce integrity, neutral, competent, capable, professional, high-performance, and prosperous ASN (Syauket & Kardinah Indrianna Meutia, 2023). Literature reviews can serve as a basis for the development of knowledge, create guidelines for policy and practice, provide evidence of effects, and have the capacity to generate new ideas and directions for a particular field if performed well (Snyder, 2019). The review is used to explore the results of previous research regarding the obstacles and efforts in developing ASN in Indonesia in order to develop their work competency.

Results and Discussion

Developments and Challenges of Bureaucratic Change in Indonesia on ASN Competency

Bureaucratic changes in Indonesia from the Old Public-Patronage Management model inherited from the Suharto era have undergone changes by adopting New Public Management (NPM) and New Public Service (NPS) by increasing service delivery, especially initiatives that will make the Indonesian economy more competitive (Turner et al., 2019). Several initiatives related to improving ASN have been carried out to implement the reform agenda contained in Law No. 5 concerning the State Civil Service, namely:

- a. Applying online registration and test using the Computer Assisted Test (CAT) for ASN selection.
- b. Commencement of priority recruitment, especially for the development of border, remote, and outermost areas.
- c. Taking affirmative action regarding the recruitment of people with disabilities.
- d. Recruitment of senior-level civil servants is open to all qualified candidates through a transparent and objective process. It aims to eliminate pay for a position, ensure the most

capable people are appointed, and depoliticize the recruitment process for senior civil servants.

- e. Modernizing government training and education (Diklat) institutions, namely transforming the curriculum to suit the needs of civil servants and their organizations, as well as the pedagogy from rote learning to a more interactive mode of engagement.
- f. Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia has attempted to improve the personnel information system by integrating its system with another system of central government personnel institutions, namely the State Civil Service Agency (BKN).

The above changes are challenged by inefficient processes, human resource structures, and legally mandated bureaucracy, as well as public distrust and ASN non-compliance, who use patronage and involve their allies in challenging the flow of reform, thus creating challenges for leadership reform (Rosyida et al., 2021). The implementation of e-government is based on the Instruction of the President of the Republic of Indonesia Number 3 of 2003 concerning National Policy and Strategy for E-Government Development, which relies on the openness of information and communication technology, which is expected to prevent corruption in many countries because it is considered more transparent and accountable but has not been able to prevent corrupt practices in the local government environment in Indonesia (Ismail et al., 2020). Likewise, the decentralization strategy, which is believed to be able to increase the number and quality of public services so that there is an increase in people's welfare, is vulnerable to corruption, especially in the fiscal sector (Maria et al., 2019). In terms of ASN HR, the lack of supporting facilities in supervising ASN, the lack of ASN attention to mental health, and the government's lack of firmness in taking action against corruption have resulted in the deterrence of ASN who commit corruption (Pamungkas et al., 2023). Another form of ASN corruption is the practice of 'buying and selling' positions, which is caused by the weak integrity of an ASN. The main cause of this practice is the closed nature of the selection process and also the strong political intervention in ASN management, closeness in friendship, kinship, and feelings of likes and dislikes (Syauket & Kardinah Indrianna Meutia, 2023).

The Influence of Bureaucratic Reform on ASN Competency

By carrying out government bureaucratic reform, bureaucratic simplification was carried out both in the central government and in regional governments through the Circular Letter of the Minister of Administrative and Bureaucratic Reform Number 382 to 393 of 2019 dated November 13th, 2019 concerning Strategic and Concrete Steps for Simplifying Bureaucracy and Regulations

of the Minister for State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 28 of 2019 concerning the Equalization of Administrative Positions into Functional Positions. As proof of the seriousness of the desired changes, changes have been made to government regulations regarding civil servant management by issuing Government Regulation Number 17 of 2020 concerning amendments to Government Regulation Number 11 of 2017 concerning the management of civil servants. The existence of these regulations does not necessarily mean that existing ASNs will then completely switch to functional (55.4%); based on data from BKN, many ASNs still occupy positions as implementers (38.3%) (Figure 1).

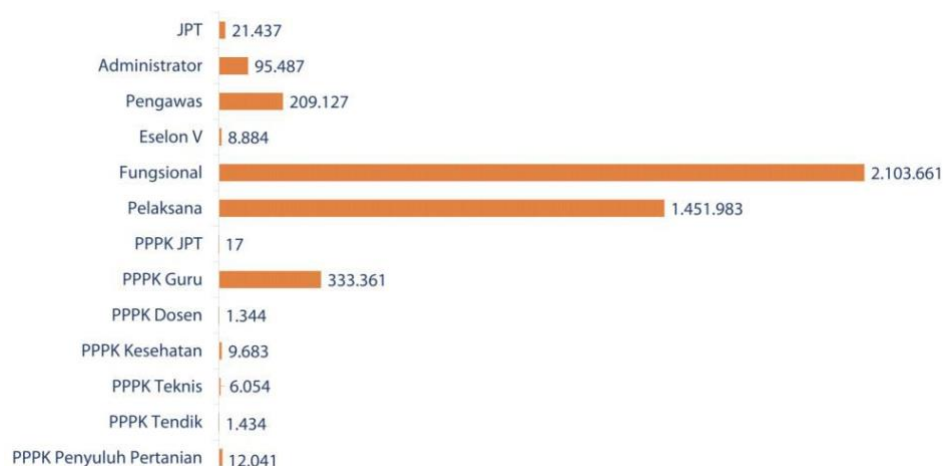


Figure 1. ASN by Position Type

Source: Civil Service Agency, 2023

Regarding certain technical competencies that must be possessed, several certain functional positions are required to have certain competencies in accordance with the National Work Standards or the Indonesian National Work Standards, for example, the functional position of mapping surveyors (Prijadi, 2023) and librarians (Fatmawati, 2019).

ASN Competency Development Process in Indonesia

In 2019, the government introduced the Smart ASN concept as a new concept and value that needs to be internalized for HR in the Indonesian bureaucratic environment in anticipation of the Industrial Revolution 4.0, which must adapt to technological changes so that public services can efficiently, precisely, and quickly function (Faeflulloh et al., 2020). Based on the results of a survey conducted by the United Nations (UN) regarding the E-Government Development Index (EDGI) in 2022, Indonesia was ranked 77th out of 88 in 2020. However, Indonesia's average EDGI score is still quite low compared to member countries of the Association of Southeast Asian Nations (ASEAN), such as Brunei Darussalam, Thailand, Malaysia, and Singapore (Table 1). Indonesia is lagging in telecommunication infrastructure, as seen in the Telecommunication Infrastructure Index, compared to Brunei Darussalam, Thailand, Malaysia, Singapore, and even

Vietnam, even though Indonesia is superior in the Online Service Index compared to the higher rank, namely Brunei Darussalam. The quality of Indonesia's human resources is also lower than the Philippines as reflected by Indonesia's Human Capital Index (HCI) which is lower than the Philippines even though the Philippines' ranking is below Indonesia.

Table 1. E-Government Development Index (EDGI) of ASEAN countries in 2022

Country	Group	Rating Class	Rank	EDGI	Online Service Index	Telecommunication Infrastructure Index	Human Capital Index
Singapore	<i>Very High EGDI</i>	VH	12	0.9133	0.9620	0.8758	0.9021
Malaysia	<i>Very High EGDI</i>	V1	53	0.7740	0.7630	0.7945	0.7645
Thailand	<i>Very High EGDI</i>	V1	55	0.7660	0.7763	0.7338	0.7879
Brunei Darussalam	<i>High EGDI</i>	HV	68	0.7270	0.5871	0.8372	0.7567
Indonesia	<i>High EGDI</i>	HV	77	0.7160	0.7644	0.6397	0.7438
Vietnam	<i>High EGDI</i>	H3	86	0.6787	0.6484	0.6973	0.6903
Philippines	<i>High EGDI</i>	H3	89	0.6523	0.6303	0.5638	0.7629
Cambodia	<i>High EGDI</i>	H1	127	0.5056	0.4181	0.5605	0.5380
Myanmar	<i>Medium EGDI</i>	MH	134	0.4994	0.3073	0.6082	0.5829
Laos People's Democratic Republic	<i>Medium EGDI</i>	M3	159	0.3764	0.3005	0.2820	0.5468

Source: United Nation (2023) processed

This EGDI ranking illustrates that Indonesia's e-government is still not optimal, even though it has been implemented for a long time in government administration since the 1990s (Faeflulloh et al., 2020). This is influenced by the ASN's low literacy skills in information and communication technology (ICT). Several studies from 2020 to 2022 on the ICT and digital literacy skills of central and regional government officials show abilities with a distribution from beginner to slightly above capable levels, namely:

- a. Southeast Minahasa Regency Government ASN have a fairly capable level (Andi et al., 2020);

- b. Provincial Government ASN in South Sulawesi, Southeast Sulawesi, Maluku, and Papua with beginner to slightly above capable levels (Dhahir, 2020);
- c. Bandung Regency Communication, Informatics, and Statistics Service ASN have a low level of competency (Putra, 2022);
- d. Ministry of Cooperatives and Information Technology ASN have sufficient digital insight and skills, but they have a relatively low digital behavior (Rumata & Nugraha, 2020); and
- e. Sumedang Regency ASN have a gap in digital literacy among the other respondents (Wulandari et al., 2022).

From the data above, it can be concluded that the ICT and digital competencies needed to run e-government are not fully obtained through education. This can be seen from BKN data for 2023, which show that the majority of ASN (71%) have a bachelor's degree (Figure 2).

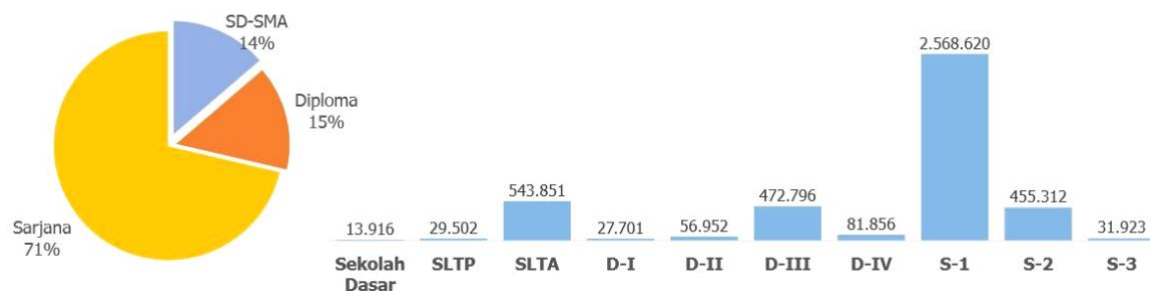


Figure 2. ASN by education group

Source: Civil Service Agency, 2023

In terms of the current age of ASN (Figure 3), competency constraints should be able to be overcome quickly because 90% of the current generation of ASN are in the productive age range (born from 1977 to 2010), and there should be no obstacles to developing competence.

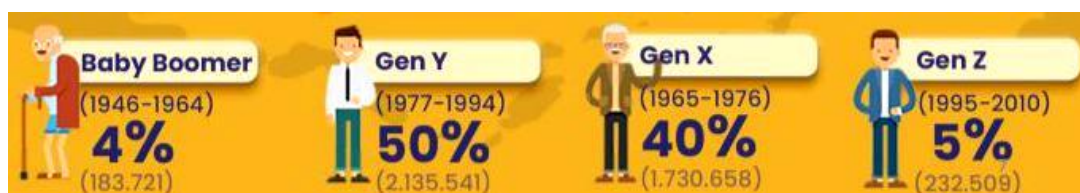


Figure 3. ASN age range

Source: Civil Service Agency, 2023

Human resource competency development generally refers to the process of increasing the skills, knowledge, abilities, and overall productivity of individuals in society or the workforce. This recognizes that people are valuable assets or capital contributing to economic and social development (Sodirjonov, 2020). The concept of human capital development is rooted in the

understanding that investing in education, training, health care, and other forms of personal and professional development can lead to increased productivity, innovation, and progress in society as a whole (Kuzmin et al., 2020). Currently, there are various types of competencies used in various fields and contexts. Figure 4 outlines that individual competence can be divided into two aspects: the visible/hard aspect of competence, namely knowledge, skills, and behavior, which tend to be relatively visible individual characteristics; and the hidden/soft aspects of competence, namely basic individual attributes such as traits, motives, attitudes, values, and self-image, which tend to be deeper and more important to personality (Salman et al., 2020).

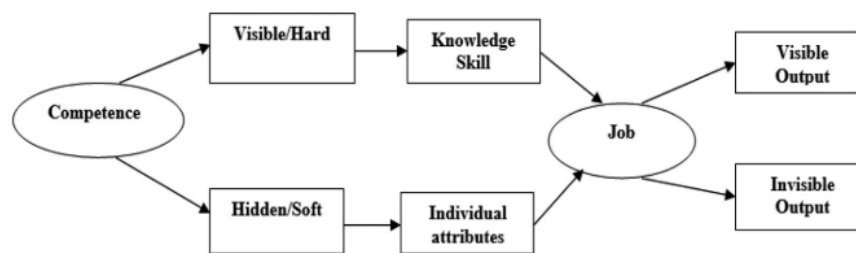


Figure 4. Definition framework for competency

Source: Salman et al., 2020

Competencies can be classified into several types based on their field and context (Table 2). Hard competencies refer to the technical and academic knowledge and abilities required to perform a specific job for an individual, whereas soft skills include all general or transversal competencies that strengthen an individual's employability in a dynamic, fluid, and uncertain environment (García-álvarez et al., 2022).

Table 2. Competency classification framework: hard competencies and soft competencies

Hard Competencies	Soft Competencies
Knowledge related competencies	Competence related to behavior
1. Cognitive competence	1. Social/behavioral competence
2. Conceptual competence	2. Operational competence
	3. Emotional competence
	4. Cross-cultural competence
	5. Team competency
	6. Communicative competence
Skill-related competencies	Competencies related to Self-Actualization

- | | |
|----------------------------|----------------------------|
| 1. Functional competencies | 1. Meta Competencies |
| 2. Work competencies | 2. Ethical Competencies |
| 3. Job competencies | 3. Personal Competencies |
| | 4. Change Competencies |
| | 5. Leadership Competencies |

Source: Salman et al., 2020

By having these two competencies, it is hoped that a dynamic combination of cognitive and meta-cognitive skills, interpersonal, intellectual, and practical skills will occur, which will help individuals adapt and behave positively so that they can face challenges in their professional lives.

For ASN competency, as regulated in the Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2017 concerning Competency Standards for State Civil Service Positions include:

- a. Technical competency;
- b. Managerial competence; and
- c. Socio-cultural competence.

The three competencies above are a combination of hard and soft competencies (Table 2) that are needed by ASNs in carrying out their duties in order to create ASN who can quickly, adaptively, and innovatively work. The technical competencies required by an ASN refer to hard competencies, which include competencies related to knowledge and competencies related to skills. These technical competencies also involve competencies related to behavior and competencies related to self-actualization, both of which are also included in socio-cultural competencies, where these competencies are related to knowledge, skills, attitudes and behaviors in interacting with diversity in society. After a person is deemed to have the ability to lead an organization, managerial competence is needed, which includes more soft competence where the ASN is required to have integrity, cooperation, communication, results orientation, public service, development of self and others, managing change, and decision-making in accordance with Regulation of Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 38 of 2017 concerning Competency Standards for State Civil Apparatus Positions.

These competencies can be developed by each government agency by implementing an integration system between talent management and ASN competency development (Suparman & Soantahon, 2022). This is regulated in the Regulation of the Head of the State Civil Service Agency Number 26 of 2019 concerning the Development of Civil Servant Competency Assessment

Organizers, regulated in Article 31 that civil service development officials are obliged to use the results of competency assessments as a basis for civil service development, starting from filling positions, career development, employee competency development, and talent management (Figure 5).



Figure 5. General description of the integration of talent management and competency development

Source: Suparman & Soantahon, 2022

By implementing the above plan, it is expected that Indonesia will be led by professional and dignified bureaucrats in carrying out the government and public trust will increase as high leadership positions are filled by qualified and credible leaders who have a national perspective as they are selected objectively (Irfan, 2020).

Obstacles to ASN Competency Development in Indonesia

HCI is a tool used to carry out microeconomic estimates of education and health benefits by combining education and health outcomes, which are then used as a measure of expected future worker productivity compared to benchmarks of complete education and full health (Kraay, 2019). This country had a high HCI before 2014 and then it decreased in 2014 and slowly increased again (Table 3). The decline in 2015–2018 was due to inflation which increased the number of unemployment (Soekapdjo & Oktavia, 2021), and the COVID-19 pandemic in early 2020 also declined HCI (Nurfillah, S & Satiti, 2022).

Apart from the general obstacles above, the development of ASN competencies faces other obstacles, both from outside and within the institution. Several literature studies from 2020 to 2022 were carried out to find the causes of these obstacles after the release of the National Succession Planning System through Talent Management Development in Government Agencies. It was found that these obstacles occurred from within institutions or agencies where ASN works, regulations related to positions, and career development, which ultimately affect the employee's internal work.

Table 3. Indonesia's Human Capital Index from 2010-2022

Year	HCI
2010	0.8540
2012	0.7982
2014	0.6786
2016	0.6796
2018	0.6857
2020	0.7342
2022	0.7438

Source: United Nation (2023) processed

a. Regulations related to functional positions and career development

Since the issuance of the transitional regulations that made ASNs occupy functional positions, it does not necessarily mean that ASNs who previously held functional positions were able to adapt. This can be seen by the change in credit score assessment that was previously carried out by the agency/central assessment team from each functional position to credit score assessment based on the conversion of performance predicates (Civil Service Agency Regulation No. 3 Concerning Credit Points, Promotions and Functional Position Levels, 2023). The assessment is carried out by the direct superior as the Performance Appraisal Officer. This has the potential for performance to be based on the "satisfaction" of the lead assessor and not on activity items in accordance with the functional position held. As a result, a culture of "As long as you are happy" will emerge, carried out by civil servants who are assessed by assessing officials in order to maintain harmonious work relations so that employees who are considered valuable are employees who can make their superiors happy (Artina et al., 2020). Such assessment can degrade the abilities of civil servants in functional positions that rely on technical expertise, where elements of self-development such as writing scientific papers (KTI) or carrying out certain technical activities that can improve their abilities can be considered unimportant as long as the leader who assesses them is satisfied with the civil servant service.

Career development also faces some problems. High leadership positions (JPT) should be carried out in a transparent, objective, competitive, and accountable manner (Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia No. 15 of 2019 concerning the Open and Competitive Filling of High Leadership Positions in Government Agencies, 2019). In this case, transparency is only at the registration stage and announcing the names of selected participants where the results of presentations, interviews,

managerial and socio-cultural competency tests, and also track record tracking results are not published (Erlanda et al., 2020). This is different from the CPNS recruitment process which immediately displays the test results openly at each stage.

b. ASN Institutional place of work and training

Institutions and agencies have been declared to carry out succession planning based on the Regulation of the Minister for State Apparatus Empowerment and Bureaucratic Reform Number 3 of 2020 concerning talent management. In this regulation, there is a systematic succession plan through mapping successors who will be prepared for certain positions. In the process, development is carried out through mentoring, workshops, seminars, or formal education or training. However, training and seminars held by ASN training institutions have not fully touched on the important substance of JF's work or competencies. This happens because there is no clear employee career development plan that can be used by organizations as an illustration in mapping employee career needs (Rusmulyani, 2020). An analysis of employee needs only consists of data and information on employee interest in taking part in training and an in-depth analysis of needs related to work or organizational development is not available (Mulyaningsih, 2020). This results in an unequal distribution of JF competency development training and the incompatibility of JF placement with their professional functions and positions (Sanusi, 2021).

c. Internal employees

The weak enforcement of regulations and unclear development of ASN competencies above have resulted in a degradation of ASN motivation to excel and improve their careers. This results in a decrease in work motivation, so there is no desire to improve their career by participating in competency improvement training due to being driven by the belief that if they are not close to the authorities, then their career will not develop (Panjaitan, 2023) which, in the end, will trigger low employee awareness of their competency development (Mulyaningsih, 2020). Apart from that, the lack of leadership commitment to improving the abilities of their subordinates and the absence of a strategy to accelerate employee competency development further reduce interest in developing (Wirata et al., 2021) which impacts ASN's limitations in literacy, technology, and soft skills in several places (Sasmita & Darmansyah, 2022).

Conclusion

Currently, ASN competency development does not work well to ensure that all duties and obligations are carried out within the organization. The rapid transition of Indonesia's public service model is currently forcing ASN to change in order to keep up with the changes occurring in society. ASNs are required to have competencies that include the skills, knowledge, and

attributes needed for government or public sector work to efficiently run. Competency development is hampered by implementation in the field of regulations related to JF and ASN career development. In addition, the weakness of workplace institutions and ASN training institutions in supporting the development of ASN competencies has resulted in a decrease in ASNs' desire to improve their competencies and careers. To anticipate this, the following improvements need to be made:

1. Recruitment of new ASN candidates must be based on the competency of the position or work to be carried out. It is hoped that the selected ASN will have the initial competencies required to carry out their work;
2. Actual transparency in the selection of junior and intermediate leadership positions carried out by the relevant units needs to involve public participation in order to prevent corruption, collusion, and nepotism in the placement of ASN leaders in the future;
3. Development of ASN training institutions with a curriculum in accordance with JF based on the work to be performed to increase ASN competency.

These competencies can be developed by each government agency by implementing an integration system between talent management mandated in regulations and ASN competency development.

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