ANALYSIS OF CIVIL SERVANT HUMAN RESOURCES DEVELOPMENT BASED ON COMPETENCE

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ABSTRACT
The administration of the government sector and public services requires quality, competent and professional civil servant human resources to realize customer satisfaction in public services. This research is intended to determine the development of civil servant human resources through competencies that are carried out and regulated by the government in accordance with the theory of competence. As well as comparing with one of the countries that ranks well in providing public services, namely Canada. The results show that the development of civil servant human resources in Indonesia is in accordance with Charles E. Johnson's competency theory. In addition, the competence of civil servants in Canada is not much different from that in Indonesia. However, the low competence of civil servants in Indonesia requires the awareness of those concerned about their obligations to carry out their duties according to the duties and functions of their respective agencies.

Keywords : Competency, Government Employees, and Human Resources.

INTRODUCTION

Civil Servants (PNS) are human resources who play an important role in the government sector and provide public services . The implementation of government and public services requires competent, qualified and professional human resources. The government establishes policies in the form of laws and regulations, Government Regulations (PP) to Regional Regulations (Perda) to improve the quality of human resources so that civil servants have professional employee quality, have knowledge and skills and are competent . According to Article 1 paragraph 2 of Law Number 5 of 2014 concerning the State Civil Apparatus, it is explained that State Civil Apparatus Employees (ASN Employees) are civil servants and government employees with work contracts who are entrusted by the personnel development officer and are assigned to serve in the government sector and are paid wages based on laws and regulations. Civil servants have management regulated in Article 1 paragraph 5 Number 5 of 2014 concerning the State Civil Apparatus and Article 1 paragraph 1 of Government Regulation Number 11 of 2017 about Employee Management ASN Management is the control and implementation of ASN to produce employees who are insightful, professional, have integrity, are ethical and have good character, and are free from corruption, collusion, and nepotism. In addition, it is explained that the determination of a career system based on work performance in the form of awards and sanctions will improve the quality of civil servants in Indonesia.

In this case, the career system is the transfer or appointment of civil servants from one position to another by considering the employee's skills. While in its development it is based on experience, length of service, dedication, loyalty and other provisions. While the work

achievement system is the transfer or appointment of civil servants with a systematic assessment process, in the form of passing a job exam and proven by achievement.

To plan, manage, and control civil servant human resources so that they have the skills and assessments that are in accordance with their abilities, a policy is needed. According to Guest (1987), there are four main policies in HR, including employee *influence* and participation , human resource planning (*human resource flow*), and reward systems. (*reward systems*), and work *systems* .

Employee influence means employee participation in carrying out the tasks and goals of the organization. Employees have the right to provide suggestions, input and criticism so that the organization can operate better than before. The organization must also carry out the preparation and planning of human resources (*human resources flow*) through recruitment and selection, formulation of job analysis and so on. The reward system *motivates* employees to provide maximum work results which can be done by providing bonuses and incentives, awarding awards or other forms of compensation. Other *work policies Systems* or work systems are a series of employee activities with other resources so that the organization's implementation is achieved and in accordance with its function.

According to Guest (1987) there are four activities in HR including *selection* , *appraisal, rewards,* and *development* . Selection *is* the selection and recruitment of employees who have the skills and abilities needed by the organization. Then, employees also get an assessment (*appraisal*) according to the performance that has been done by the person concerned. In this assessment, the organization has standards to determine the value of the quality of the employee. The organization can provide awards in the form of wages, bonuses, job promotions and others to motivate employees. Conversely, if an employee has poor performance, they are given a warning or can even be dismissed if the employee's performance is poor. To improve and improve the quality of its employees, the organization must also provide training and education to develop its employee resources. So that employees have skills, abilities and knowledge that are in sync with the obligations, roles and functions of the organization.

Based on data from the State Civil Service Agency, as of July 30, 2022, the number of civil servants in central and regional institutions was 3,992,766 people. 35% of them or around 1,365,000 people showed low competence and performance (CNBC Indonesia, 2022)

In the 2022 National Coordination Meeting on Personnel, the Head of BKN Bima Haria Wibisana stated that there are four performance criteria for civil servants, namely *star* , which means highly competent and has high performance, *workhorse* , which means highly competent but low performance, *trainee* is high performance but low competence and *deadwood* (workers with low performance and competence). Data from BKN shows that civil servants with the *star category* are 19.82% of the total. Meanwhile, civil servants with the *deadwood category* are 34.57 % or almost 35%.

The Head of BKN also stated that many civil servants have bachelor's and master's degrees but have low competence. The formal educational background is not related to competence (CNBC Indonesia, 2022).

Law No. 5 of 2014 concerning State Civil Apparatus in Article 70 states that all State Civil Apparatus have the right and opportunity to develop competencies through education, training, courses, seminars and coaching. The development of competencies is also held by government agencies that are planned according to the Annual Work Budget Plan of the relevant agency.

The International Civil Service Effectiveness (InCiSE) Index 2017 assesses the performance of central government civil services in 31 countries in Europe, North America, South America, Asia and Australasia. The data includes that the top 10 countries in civil service

effectiveness are Canada, New Zealand, Australia, the United Kingdom, Finland, Sweden, Estonia, Norway, Korea and the United States. Canada has a well-educated government workforce with representation of women, ethnicities and religions (Duffy: 2017).

So based on the description above, it is necessary to know further whether the competence of civil servants in Indonesia is in accordance with the theory, and to know the comparison between civil servant management in Indonesia and Canada. So, it can be a reference for the development of civil servant human resources in Indonesia to realize optimal competence according to the tasks and needs in the government sector.

METHOD

This study uses a qualitative descriptive method. According to Mukhtar (2013) the qualitative descriptive research method is one of the research methods used to obtain knowledge or theory on research at a certain time.

This study analyzes descriptively the development of civil servant human resources in relation to the theory of competence and competencies that exist in Canada.

This study uses a literature study technique, which is an activity of collecting research data, understanding , interpreting, writing , and managing research data (Zed : 2008). This study will collect data in the form of several literatures related to the development of civil servant human resources in general, civil servant competencies in Indonesia and Canada .

RESULTS AND DISCUSSION

HUMAN RESOURCE DEVELOPMENT

The development of civil servant human resources is contained in Government Regulation Number 11 of 2017 concerning Civil Servant Management, namely in Article 70 paragraph 2, which states that human resource development is carried out through education and training, seminars, courses and reasoning.

Human resource development according to Gilley and Steven (in Priyono and Marnis, 2008) explains that *human resources development* is *organized learning activities arranged within an organization in order to /improve performance and/or personal growth for the purpose of improving the job, the individual and/or organization . (* Human resource development is an activity organized training and he tours in an organization to optimize performance and have a good personality in order to realize the organization's implementation). Another opinion regarding HR development by Jan Bella as quoted by Hasibuan (1997) explains that development is a way to improve technical and managerial abilities through education and training.

Human resource development has the aim of improving employee quality to achieve optimal goals. According to Gilley and Steven (1991) (in Priyono and Marnis, 2008) stated that the purpose of HR development is to develop knowledge, skills, behavior and attitudes in improving knowledge, abilities, attitudes and behavior in carrying out tasks in the organization .

COMPETENCE

Human resource development is inseparable from the existence of a competency. According to Spencer (1993) (in Priyono and Marnis, 2008) Competence is defined as *Underlying characteristic's of an individual which is causally related to criterion-referenced effective and or superior performance in a job or situation .* Competence is a person's personality and is related to the effectiveness of an individual's performance in his/her obligations.

Another opinion from Mc.Clelland in Sedarmayanti quoted by Astuti and Zunaidah (2012:61), is that competence is a basic personality that has a direct influence on, or can predict very good performance". According to Mc.Clelland, competence is presented as a scheme. a combination of skills, personal attributes, and knowledge reflected through performance behavior . This combination can be observed , assessed and evaluated. Meanwhile, according to Armstrong as quoted by Tahir (2014:2), competence is a person's personal quality in the form of knowledge and skills to realize the success of his work.

Competencies are generally divided into two types, namely *soft competency.* and *hard competency. Soft competency* is a competency in the form of the ability to organize and structure work stages, and interact with other parties . Examples of *soft competency* are leadership, communication, and others. Meanwhile, *hard competency* is the employee's competence in the functional and technical abilities of a job that is being pursued . Example of *hard Competencies* are: *electrical engineering* , *marketing research* , *financial analysis, manpower planning,* etc.

According to Spencer and Spencer in Prihadi (2004:38) there are 5 types of competency, including :

a. Motive is *a* person's reason so someone takes action .
b. Traits are personal characteristics *of* a particular situation or information .
c. - concept is a person's way, attitude and behavior .
d. Knowledge is *a* complex competency that employees obtain information for a particular field.
e. Skills are *the* abilities and skills to carry out tasks and obligations .

Charles E. Jhonson in Wina Sanjaya (2005:34) explains that there are 3 types of competence, including:

 a. Personal competence is this competence correlated with the improvement of personal personality (*personal competency*),
 b. Professional competence is This competency is correlated with the completion of organizational tasks , and
 c. Social competence is These competencies are correlated with social interests and urgency .

CIVIL SERVANT COMPETENCIES IN CANADA

The Government of Canada has been using various leadership competency profiles since the 1970s. Generally, the development and modification of competency profiles are driven by human resource needs as well as key initiatives and strategies of the Government. (Nepal Administrative Staff College (NASC) : 2018).

The development and management of public service HR competencies in Canada include leadership competencies called *Key Leadership Competencies* (KLC) which were issued in 2005. These competencies apply to all organizations in the public service in Canada for the leadership continuum, from deputy ministers, assistant deputy ministers, director generals, directors, managers, supervisors, and employee levels (Savage , Louise F. & Wong , Sharon . 2010). The KLC competency framework in 2005 consisted of 4, namely:

1. *Values* and Ethics
2. Strategic *Thinking*
3. Engagement
4. Management *Excellence*

The proportion of integrity and respect in providing public services is measured in the category of values and ethics . The effectiveness of strategic thinking *is* determined by innovative ideas and critical and analytical skills. The involvement or attachment *referred* to

in this competency is involvement, interest, helping, developing goals, implementing plans and providing effective public services. In addition, the effectiveness and sustainability of the organization are measured through management excellence in managing people, finances and actions. This competency includes designing and implementing plans (action management), managing people (people management) in the workplace to managing budgets and assets (financial management).

These competencies serve as the basis for selection, learning and development, performance management and talent of executives and other senior leaders. In March 2015, *Key Leadership Competencies* (KLC) underwent changes and revisions into 6 frameworks, including:

1. *Create* vision and strategy
2. Mobilize *people*
3. Uphold integrity *and* respect
4. *Collaborate* with partners & *stakeholders*
5. Carrying out innovation and change (*promote innovation & guide change*)
6. Achieve results (*achieve result*)

Civil servants must understand and be able to communicate context, be intellectually intelligent and utilize knowledge and build diverse ideas and perspectives by considering the economic, social and political environment. In addition, civil servants can mobilize people *by* providing motivation and inspiration to the people they lead. Civil servants can also manage performance, provide feedback and encourage performance excellence by setting examples and setting goals. Employees must also provide examples of work ethics, professionalism and personal integrity. Thus, a respectful and trusting work environment will be realized and good advice, suggestions and criticism are highly appreciated. To achieve organizational goals, employees can also demonstrate openness and flexibility. Employees and partners will have their own perspectives for common goals. Competent employees also have the courage to experiment, are responsible and intelligent in making decisions by considering insights in order to achieve organizational targets and goals.

CIVIL SERVANT COMPETENCE IN INDONESIA

Law Number 5 of 2014 concerning State Civil Apparatus, Article 69 paragraph (1) states that civil servant career development is carried out based on qualifications, competencies, performance assessments and the needs of government institutions . The competencies referred to in paragraph (1) include:

a. Technical competence is assessed based on educational level and specialization, level of functional technical training, and technical work experience;
b. Managerial competence is assessed based on educational level, structural or management training, and leadership experience; and
c. Socio-cultural competence is assessed from expertise, experience, work skills and national insight. This competence is related to a pluralistic society in terms of religion, ethnicity, and culture.

In technical competence there are education and training activities in accordance with Government Regulation Number 11 of 2017 concerning Civil Servant Management, namely in Article 70 paragraph 2 which states that HR development is carried out through education and training, seminars, courses and briefings . In the development of human resources, education and training for civil servants has been regulated in Government Regulation of the Republic of Indonesia Number 101 of 2000 concerning Civil Servant Job Education and Training, namely

in Article 1 paragraph 1 explaining that the education and training in question is in the form of education and training. There are two types of education and training, namely

a. Pre-service training

Not only knowledge about the system of governance but knowledge of national insight and views, personal character and manners as a civil servant also play an important role so that civil servants are capable of carrying out their obligations and roles as public servants. Thus, the realization of civil servants with brave, responsible, ethical, professional characters and having national insight.

b. In-Service Training.

This training is carried out so that civil servants have knowledge , insight , expertise and civil servant skills and have employee ethics and behavior. so that it can carry out the administration of government and organization properly . There are three types of training:

   a) Leadership Training;
   b) Functional Training;
   c) Technical Training.

Pre-service training and in-service training are in accordance with the technical and managerial competencies of civil servants, so that employees have the knowledge and skills to lead and manage government agencies.

The purpose of this training is attached to the Government Regulation of the Republic of Indonesia Number 101 of 2000 concerning Civil Servant Education and Training, among others, is to improve insight, knowledge, skills, expertise and ethics and behavior that help civil servants to work professionally. In realizing good governance, civil servants also have good personalities, integrity, have national insight and protect and serve the community well.

The State Civil Service Agency (BKN) has guidelines for assessing civil servant competency which are set out in the Regulation of the Head of the State Civil Service Agency (BKN) No. 23 of 2011 in Attachment 2 on managerial competency, including:

1. Strategic Analysis
   Observing, interpreting and connecting
   Identify, describe, and relate the obstacles and challenges faced.
2. Flexibility of Thinking
   Have various perspectives and views in dealing with various situations and conditions.
3. Innovation
   Using different and original perspectives and methods to develop alternative solutions as an effort to overcome organizational obstacles and challenges.
4. Oral Communication
   Providing opinions/ideas/information verbally using words or sentences that are easy to understand both individually and in groups.
5. Written Communication
   Provide opinions/ideas/information clearly using writing and notes that have good, orderly and correct grammar.
6. Persistence
   Persevere and focus on the plan, overcome obstacles and challenges that occur until you achieve the desired targets and goals.
7. Taking Risks
   Dare to take decisions and actions and avoid the risk of failure to achieve customer performance and needs.
8. Strategic Decision Making

Develop strategies, plans and act agilely and in accordance with the interests of the organization by reflecting the interests of all parties and having a long-term impact.

9. Planning and Organizing

Develop conceptual plans and work agendas so that resources within the organization work optimally and achieve customer satisfaction targets.

10. Service Oriented

Serve and serve according to customer needs in both internal and external organizations.

11. Negotiation

Able to make offers, legislation, convince certain parties to reach consensus.

12. Establishing Strategic Cooperation Relationships

Creating cooperative relationships by involving certain parties and bringing long-term influence to the organization.

13. Facilitating Change

Striving for organizational or institutional movements to be better and consistent in implementing these changes.

14. Strategic Leadership

Creating an organizational environment by leading and directing others and managing existing resources.

According to the "Competency Dictionary" from LoMA (*Letter of Map Amendment*), in 1998, that the definition competence is personal aspects of employees which drives to achieve superior performance. (*cf* LoMA, 1998; 2009; and Utomo, Suryanto & Suaedi, 2015). The personal aspects referred to are morals, character, motives, attitudes, value systems, knowledge, skills and competency skills that will be directing behavior; whereas behavior will produce performance (Prawirosentono, 1999; Lasmahadi, 2000; Umar, 2003; and Utomo, Suryanto & Suaedi, 2015).

Based on the description above , it can be concluded that not all personal aspects of a civil servant are competencies. Personal aspects of civil servants that are needed to carry out their duties will help the employee to achieve optimal performance. Thus, it can be simplified that civil servant competence is personal character and skills in the form of insight, ability, expertise, ethics, behavior needed by a civil servant to carry out the duties and functions of his position (Suprapto, 2002 and Utomo, Suryanto & Suaedi, 2015).

Data from the State Civil Service Agency (BKN) shows that the number of civil servants in central and regional institutions is 3,992,766 people. 35% of them or around 1,365,000 people show low competence and performance (CNBC Indonesia, 2022). The competence that has been implemented by the government in the form of education and training, training, and so on has been in accordance with the theory of competence according to Charles E. Johnson.

Employee competency in Canada is not much different from the competency in Indonesia that competent employees are employees who are able to analyze and create ideas considering current economic, environmental, social and political conditions. Employees are also able to communicate to reach consensus , work together, provide advice and counsel and are able to move people. In addition, employees are also brave in making decisions and are responsible for the risks that occur.

However, low competence and performance require awareness of the employees concerned to realize public services and other government sectors to be better. One of them is by realizing the implementation of civil servant recruitment which is carried out transparently, objectively and professionally.

CONCLUSION

One of the factors for the success of the implementation of government and public services is the competence of civil servant human resources. The competence of civil servant human resources that is at an average level will support the achievement and implementation of the organization. Conversely, if the competence of civil servants is low, the implementation of the organization will not run well.

The competence of civil servants in Indonesia is in accordance with the theory of competence according to Charles E. Johnson. Civil servant competence is divided into three, namely technical competence in the form of work experience, managerial competence in the form of education, skills and leadership, and national insight. The development of human resources for civil servants in Indonesia based on competence is in accordance with the theory, so it can be stated that the competence of civil servants is good.

The development of civil servant competencies in Indonesia and Canada has several similarities, including adjusting the career development of the individual concerned. The integrity of employees in Canada in providing public services is measured in the category of values and ethics, but in Indonesia by providing pre-service training to provide insight into nationality, personality, ethics and behavior as civil servants. Strategic thinking is also not much different from competencies in Indonesia, namely developing ideas, analyzing and providing alternative solutions to conditions that occur, negotiation and the existence of cooperative relationships. The effectiveness and sustainability of the organization are measured through management excellence in managing people, finances and actions. Realizing government administration by managing the resources owned. Pursuing and serving customers in accordance with the goals of the organization in order to create customer satisfaction.

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