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Competency Based State Civil Apparatus Structuring in The Framework of Bureaucracy Reform

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Abstract. The direction of bureaucratic reform currently rests on the application of professional state civil apparatus (ASN) management, one of which is through competency based ASN structuring. Appropriate ASN structuring based on competence (the right man in the right place) will bring a positive impact on organizational performance. However, the mismatch between employee competencies and position and placement is still a major problem for ASN. The policies related to existing employee structuring are less effective, so it is necessary to formulate a more adaptive ASN structuring policy that animates Law Number 5 of 2014 concerning ASN, and a competency based ASN structuring model is needed that is more comprehensive. This research was conducted at DLH East Java Province using qualitative methods through a descriptive approach. Data were obtained from observations, interviews and documentation studies which are then processed with an interactive data analysis model. The results showed that the implementation of ASN structuring in DLH East Java Province was still not optimal due to internal and external inhibiting factors. The recommended new model is a model that integrates instruments in structuring existing employees with new instruments such as competency testing and competency enhancement in accordance with the merit system and by involving the role of several stakeholders directly related to the implementation of the ASN structuring.

Keywords: ASN structuring, competence, bureaucracy reform

INTRODUCTION

Human resources have a strategic role in an organization. The role of human resources becomes increasingly strategic along with the development and dynamics of the organization. In an effort to achieve the organization's vision and mission, an organizational leader needs to manage human resources properly through human resource management, to ascertain whether the existing resources, have been used effectively and efficiently in achieving organizational goals. Indeed, human resource management is part of the science of public administration that refers to the management function which in its implementation uses administrative principles known as the POSDCORB principle (planning, organizing, staffing, directing, coordinating, reporting and budgeting) as stated by Gullick (1937) in his writings entitled Papers on the science of administration.

Public administration is a collaboration carried out by a group of people or institutions in carrying out government tasks to meet public needs efficiently and effectively (Pasolong, 2008). Public administration can also be understood as the management and organization of humans and their equipment to achieve government objectives (Waldo, 1971). Complementing previous opinions, public administration is also defined as a public sector human resource process that is organized and coordinated to formulate, implement and manage decisions in
public policy (Keban, 2004). Conceptually, some of these opinions do look different, but lead to a concept that the existence of public administration aims to achieve government objectives in fulfilling public needs effectively and efficiently.

The scope of public administration consists of: public policy, public bureaucracy, public management, leadership, public services, personnel administration, performance and public administration ethics (Ahmad, 2015). As for the problems in the scope of public administration faced by various countries, especially those related to human resource problems, among others: (a) poor work discipline; (b) low employability; (c) low work motivation; (d) low level of maturity; (e) poor performance; (f) low competence; (g) lack of professional guidance; (h) leadership style that tends to be authoritarian; (i) the practice of nepotism in recruitment; (j) lack of employee training; (k) low services due to bad bureaucratic behavior; (l) lack of objective performance appraisals; (m) an inadequate payroll system; (n) unfair career development systems; (o) apparatus resource planning that is not yet comprehensive and integrated; (p) unequal division of labor; and (q) recruitment that is not fully based on needs (Pasolong, 2012). Until now, these problems have not been resolved even though various efforts have been made.

The results of research conducted by Suryadana (2014) show that there is a significant relationship between human resource performance and organizational performance, namely that the smooth achievement of organizational goals requires human resources who have good performance. This means that the success of an organization’s performance is highly dependent on the existence of human resources who have the ability and high work motivation, so that it is expected to produce satisfactory work results. More than that, the current tendency is that human resources are required to have new knowledge, in accordance with the ongoing changes. However, in reality not all human resources have the ability and competence in accordance with organizational expectations, but there are also human resources whose work motivation is low so that their performance achievements are not as expected by the organization.

In Indonesia, public sector human resource management is carried out through apparatus resource management, is defined as a formal system in public organizations to ensure that the use of knowledge, skills, abilities and other characteristics have been effective in order to achieve organizational goals which emphasizes providing various forms of good public services to the whole community (Irianto, 2016). The concept of apparatus resource management has referred to a new concept since the birth of Law Number 5 of 2014 concerning State Civil Apparatus or commonly abbreviated as ASN, which is then known as ASN management. The formulation of the formal definition of ASN management can be seen in Article 1 number 5 of Law Number 5 of 2014 concerning ASN, which states that ASN management is ASN management to produce professional ASN employees, having basic values, professional ethics, free from political intervention, clean from the practice of corruption, collusion and nepotism. ASN management in Indonesia is conducted based on a merit system, which is a policy system in ASN management that is based on qualifications, competencies, performance and fairly without distinguishing political background, race, color, religion, origin, gender, status marriage, age, or disability conditions. The principles of ASN management according to origin 2 of Law Number 5 of 2014 concerning ASN, include: (a) legal certainty, (b) professionalism, (c) proportionality, (d) cohesiveness, (e) delegation, (f) neutrality, (g) accountability, (h) effective and efficient, (i) openness, (j) non-discrimination, (k) unity and integrity, (l) justice and equality, and (m) welfare.

According to Law Number 5 of 2014 concerning ASN, what is meant by ASN is a profession for civil servants or commonly abbreviated as PNS, and Government Employees With Work Agreements (PPPK) who work in government agencies. Based on this understanding, it can be seen that ASN in Indonesia consists of 2 (two) types of human resources, namely PNS and PPPK. ASN is the overall human resources tasked with running a good government organization from the highest level of government to the lowest level of government. In this law, staffing arrangements have been carried out in such a way, both concerning the system and substance of staffing, institutional, and personnel management based on merit systems.

The birth of Law No. 5 of 2014 concerning ASN is a new hope for the implementation of ASN management to print competent, reliable and competitive apparatus resources through a merit-based management system that emphasizes the ASN management by basing the suitability between the expertise of employees and their qualifications (Rakhmawanto, 2016). Furthermore, the existence of ASN in the era of implementation of regional autonomy now has a very strategic position, because the smoothness of the good and bad governance and public service, depends very much on the competencies that are owned and controlled by ASN. ASN competence is related to the ability in the form of knowledge, skills, attitudes and behaviors needed in the implementation of the main tasks, functions of authority and responsibilities mandated to it. Therefore, ASN management requires an effort to competency based ASN structuring.

ASN structuring is an important part of ASN management. The structuring and proper placement of ASN based on competence (the right man in the right place) will bring a positive impact on organizational performance. The government has established a policy regarding the structuring of employees through the Regulation of the Head of the National Civil Service Agency (Head of BKN Regulation) Number 37 of 2011 concerning Guidelines for PNS Structuring that regulates the obligations of central and regional PNS development officials (PPK) in conducting PNS structuring in their environment to obtain the right PNS,
both in terms of quantity, quality, composition and distribution proportionately. This is in line with the essence of PNS management as mandated by Law Number 5 of 2014 concerning ASN and Government Regulation Number 11 of 2017 concerning PNS Management.

According to Head of BKN Regulation Number 37 of 2011 concerning Guidelines for PNS Structuring, employee structuring is a systematic and ongoing process to obtain the right quantity, quality, composition and distribution of employees according to organizational needs, so as to realize the organization's vision and mission into real performance. So that the arrangement of employees can run optimally, it must refer to the results of the determination of employee needs based on the results of job analysis, workload analysis and employee gap analysis in an organization. Structuring employees includes aspects of quantity, quality, composition, and distribution.

Head of BKN Regulation Number 37 of 2011 concerning Guidelines for PNS Structuring contains about procedures PNS structuring consisting of: preparation and implementation of the structuring of PNS, PNS arrangement results reporting mechanisms, financing, and monitoring and evaluating the implementation of the PNS structuring in central and local agencies conducted by BKN. Although the structuring of employees in those regulation still refers to the definition and management system of PNS before the era of Law Number 5 of 2014 concerning ASN which is still based on a career system, but this regulation is still used as a guideline in structuring employees, because until now it has not there are other regulations that change or revoke them. Indeed, the concept is very far from what is aspired to in a merit system that requires an employee structuring that is carried out fairly, openly and competently based.

Some competency experts define competence as the level of ability to apply or use knowledge, skills, abilities, behavior and self-disclosure successfully in specific and critical tasks, and are carried out with their roles without overriding ethical and moral norms. However, there are also those who argue that competence is the capacity or ability of a person to carry out various tasks in a job, where this ability is determined by 2 (two) factors which include intellectual ability and physical ability. Regarding these differences of opinion, Indonesia is more inclined to the first opinion, in which competence is defined as the abilities and characteristics possessed by an employee, in the form of knowledge, skills, and behavioral attitudes needed in carrying out his/her job duties in accordance with established standards (Saleh et al., 2013). Thus, ASN competence is also related to the ability in the form of knowledge, skills, abilities, attitudes and behaviors needed in the implementation of the main tasks, functions of authority and responsibilities mandated to it.

Government Regulation No. 11 Year 2017 on PNS Management set of competencies that must be owned by PNS who are part of the ASN, include: first, technical competence, knowledge, skills, and attitudes/behavior that can be observed, measured and developed it specifically relates with the technical position; Second, managerial competence, namely knowledge, skills, and attitudes/behaviors that can be observed, measured, developed to lead and/or manage organizational units; and Third, socio cultural competence is knowledge, skills, and attitudes/behaviors that can be observed, measured, and developed related to the experience of interacting with plural society in terms of religion, ethnicity and culture, behavior, nationality insight, ethics, values, moral, emotions and principles, which must be fulfilled by every position holder to get the work in accordance with the roles, functions and positions.

Ideally, every public sector organization is required to always be able to adapt to the dynamics of the organizational environment and social dynamics that occur. The organization will not be able to anticipate and adapt to various environmental and social changes if the organization is in a weak condition due to the low personal competence of ASN. Organizational performance is very dependent on ASN performance, while ASN performance is highly dependent on personal competencies that are owned and utilized in the organization (Saleh et al., 2013). For this reason, the organization must continue to carry out capacity building on an ongoing basis, especially competency-based development for ASN within its organization.

In previous studies were found the fact that reform leadership is challenged by human resources and bureaucratic processes and structures that are legally mandated but inefficient as well as challenges of public distrust and disobedient PNS who are sometimes handled using patronage to include allies in reform, and they note leaders gain influence from working across borders and jurisdictions, and by enhancing their environment of authorization (Prasojo & Holidin, 2018). To conquer these challenges, a leader is needed who can become an agent of change in the bureaucratic process, can be a role model for the human resources he leads and who can restore public trust.

The reputation of the Indonesian bureaucracy is very bad in the eyes of the international world. This is due to rampant corrupt behavior, lack of clarity on bureaucratic implementation standards, weak service systems characterized by inefficient time and rigidity of service by bureaucrats and weak enforcement of rules. There are 5 (five) identified negative tendencies that became weaknesses in bureaucratic behavior in Indonesia, namely: (a) the existence of political interests (vested interests) which caused the bureaucratic apparatus to become arrogant and deny the interests of the people; (b) The weak process of recruitment and development of the bureaucratic apparatus so that many bureaucrats are incompetent; (c) Code of conduct is still unclear for the bureaucracy (code of conduct) so that a healthy bureaucratic culture has not yet been created; (d) The existence of a dichotomy in the public service management paradigm; and (e)
Injustice in the payroll and employee welfare system that results in collusive and corrupt behavior (Islamy, 1998 in Said, 2012). For this reason, a change in the bureaucracy is needed that is focused on the state apparatus which is one of the strategic paths in order to realize good governance. In this context, the government acts as an agent of change, which acts as a driver in the process of community development and change. These changes are then referred to as bureaucratic reform.

Bureaucratic reform is essentially an effort to carry out fundamental reforms and changes to the system of governance, especially concerning institutional aspects (organization), management (business processes) and human resources of the apparatus. The current direction of bureaucratic reform rests on the application of competency based ASN management by considering various strategic issues that are developing. The institutionalization of bureaucratic reform leads to the implementation of a work program as a manifestation of 8 (eight) areas of expected change, namely: (1) Organizing the organization so that its structure is more appropriate and precise in function; (2) Management that is in accordance with the principles of good governance; (3) Reconciliation of regulations so that they do not overlap and are more conducive; (4) Apparatus resource management that is managed professionally and with integrity; (5) Effective and constructive supervision; (6) Accountability both in capacity and performance; (7) oriented to strengthening public services; and (8) Develop a mindset and work culture (culture set) reformist and innovative (Holidin, 2016).

Furthermore, Holidin (2016) also suggested that the grand design of the national bureaucratic reform in 2010-2025 and the roadmap for implementing bureaucratic reforms was then set forth through 9 (nine) accelerated bureaucratic reform programs, including: (a) Structuring the bureaucratic structure; (b) Structuring the number and distribution of PNS; (c) An open system of apparatus selection and promotion; (d) Professionalism of the apparatus; (e) Increasing the welfare of the apparatus; (f) Efficient use of apparatus work facilities and infrastructure; (g) Increased transparency and accountability of the apparatus; (h) Simplification of business licensing; and (i) Development of electronic government. The reason for the acceleration programs above is dominated in the area of apparatus resource management is because ASN is a state administrative driving force that is in touch with public services as well as a party considered to have more competence through education and experience in the administration of the bureaucracy.

However, the mismatch between employees' competencies and their positions has become a major problem for ASN which has always been in the public spotlight. One of the causes is the less than optimal application of competency-based ASN structuring. The same thing also happened in the East Java Provincial Environmental Office or commonly abbreviated as DLH East Java Province. In this context, organizational leadership policies related to personnel management, especially in terms of structuring and assigning employees, seem disproportionate, because they are limited to meeting organizational performance needs without paying attention to regulations regarding existing staffing guidelines and not based on a merit system that mandates resource structuring mechanisms. competency-based apparatus power, resulting in less than optimal organizational performance, less employee motivation, and less than optimal competence of employees in agencies.

According Governor Regulation of East Java Province No. 76 of 2016 concerning Position, Organizational Structure, Description Of Duties And Functions And Working Procedures Of DLH East Java Province, DLH East Java Province is an element of government that is responsible for the environmental sector in East Java Province. With its heavy duty, functions and responsibilities carried out by DLH of East Java Province, ideally this organization is supported by sufficient number of employees who are equipped with good quality competencies. However, the DLH East Java Province strategic plan document for 2019-2024 has also identified and described internal organizational weaknesses from the aspect of regional apparatus resources as input, including: human resources, budget resources and facilities and infrastructure; aspects of the current strategy (process), as well as aspects of performance (outputs). Thus, it can be seen that the weaknesses of human resource aspects in an organization can become an obstacle in achieving organizational goals. For this reason, a competency-based ASN structuring planning model is needed that is more effective and implementative as an effort to face challenges. The existence of different problems and constraints related to ASN results in a government system that does not work well. ASN management must be restructured, one of which is through reform of the human resource bureaucracy. Bureaucratic reform is carried out in order to realize good governance. In other words, bureaucratic reform is a strategic step to build the state apparatus so that it is more efficient and effective in carrying out general tasks of government and national development.

Basically, there have been many previous studies that have examined ASN structuring and bureaucratic reform, but no one has yet recommended a competency-based ASN structuring planning model as an effort to optimize the results of ASN structuring so that one of the goals of bureaucratic reform requires the existence of a professional ASN to be realized. Based on the background of an initial problem, researchers are interested in discussing through describing, identifying and analyzing in a comprehensive and detailed manner: competency-based ASN structuring within the framework of bureaucratic reform, focusing on the implementation and recommended competency-based ASN structuring model. implemented so that the competency-based ASN arrangement in the framework
of bureaucratic reform in DLH East Java Province can run more optimally. Basically, this is the main objective of this research.

**RESEARCH METHOD**

This research uses a qualitative research method with a descriptive approach. The research was conducted for 3 months. Location selected to carry out research that is DLH East Java Province. The reason for determining this location as the object of research is because this agency is considered representative to represent the phenomenon of employees less than optimal arrangement, which is essentially that such a phenomenon can also occur in all agencies in the Government of East Java province, even throughout Indonesia. DLH East Java Province is an institution where researchers work. As a staffing analyst at the agency, basically the researcher has made observations related to the phenomenon of suboptimal implementation of employee structuring. That is what then encourages researchers to prove these assumptions by conducting a comprehensive series of studies.

In this study the data were obtained from several sources, namely: informants, phenomena or events and documents. In this study, key informants were determined based on purposive sampling technique using criteria-based selection. The main consideration in determining key informants is the mastery of information and data required. Selection of key informants is based on subjects who have a lot of information related to the problem under study and are willing to provide information. These subjects are those who do not just know, but must master, understand, be directly involved, and even live the object under study. The key informant position in this study was held by the Secretary and Head of the Sub Division of Administration DLH East Java Province. The selection of informants was then carried out using the snowball sampling technique, based on information about the data source provided by the key informants.

In addition, researchers have also selected around 28 PNS and non-permanent employees with work agreements (PTT-PK) at DLH East Java Province as informants, namely those who meet the informed criteria and have been involved in the employee planning process. either holding structural positions, functional positions or executive positions. The snowball sampling process stopped when the researcher felt that the information obtained was adequate, which was indicated by data saturation, namely a condition where there were no more variations in the data provided by the informants.

The sample data source was chosen purposefully and is snowball sampling. This study uses 2 (two) types of data, including: (a) primary data, namely the results of observations and interviews and data directly related to the planning of ASN structuring competency based owned by the DLH East Java Province, such as: job analysis documents, analysis workload (ABK), employee gap analysis document (AKP) and employee needs planning document; and (b) secondary data, namely supporting documents that are related to the object of research, such as: strategic planning documents (Renstra) and DLH East Java Province work plan documents (Renja).

Data collection in this research was carried out through observation with the type of complete participation, unstructured interviews and documentation studies. Through participant observation, researchers try to enter the world of life so as to ensure subjective logic on what they feel, hear and see about the social life of the research subjects. Interview is also intended to deepen understanding and knowledge of the object being observed, this step is taken to avoid or minimize errors in interpreting the meaning of symbols or the activities of research subjects related to the research problem. Documentation studies are carried out in order to reach further into the past. By using this technique, it is hoped that data collection will be more in-depth, complete, and accurate, so that it can help efforts to analyze problems more sharply. The data collection stages in this study include: preparation, implementation and closure. In collecting data, the researcher was fully involved in what the data sources were doing. So the atmosphere already looks natural, the researcher doesn't seem like he's doing research. Researchers tried to collect as much data as possible within 3 months. Furthermore, this study uses data analysis techniques following an interactive data analysis model from Miles, et al. (2014). This analysis includes several activities, namely: data collection, data condensation, data display and conclusion drawing/verification. The data analysis process runs simultaneously or continuously during the research process.

By using a qualitative research approach, it is hoped that the researcher will be able to describe thoroughly and completely the phenomenon under study, so that in the end it can answer the problems formulated and thus the research objectives can be achieved. Qualitative research methods have several advantages, including: (a) more detailed and in-depth descriptive data; (b) The data describe a realistic view of the social world experienced by the research subject that cannot be measured numerically; (c) Provide the opportunity for participants to describe their perspective on the phenomenon under study; (d) The data collection process is carried out flexibly according to the dynamics in the field; (e) Interaction is carried out in the everyday language of the participants, with the unique terminology they use; and (f) The focus of research always responds to changes that occur during the research process, not imposing the views of researchers previously compiled on the table (Berg, 2012). Although it has several advantages as mentioned above, it does not mean that research using a qualitative descriptive approach does not have shortcomings. Berg (2012) also stated that the shortcomings of research using descriptive qualitative, namely: first, a strong element of subjectivity
risks reducing the objectivity of the research results. Second, the character of the researcher is very influential on the results of the study. The same information may lead to different conclusions because the character of the researcher is different. Third, the research design is difficult to replicate for research in other locations. Fourth, it is difficult to analyze the cause-effect relationship of a social phenomenon. Fifth, the researcher's experience is needed to obtain the most representative participants. Sixth, weak in generalizing research results. Nonetheless, researchers are trying to maximize the preparation of research results by presenting a form of research results that are comprehensive and interesting and arouse readers' interest. Thus, the weaknesses that exist in using this research approach can be minimized.

**RESULT AND DISCUSSION**

**ASN Profile on DLH East Java Province**

Based on the data management information system ASN integrated East Java Province (e-Master) in Table 1. Level of Formal Education of DLH East Java Province Employees

<table>
<thead>
<tr>
<th>Employee Type</th>
<th>Elementary school</th>
<th>Middle school</th>
<th>High school</th>
<th>D3 &amp; S1</th>
<th>S2</th>
<th>S3</th>
</tr>
</thead>
<tbody>
<tr>
<td>PNS</td>
<td>1</td>
<td>1</td>
<td>17</td>
<td>52</td>
<td>33</td>
<td>1</td>
</tr>
<tr>
<td>PTT-PK</td>
<td>-</td>
<td>-</td>
<td>18</td>
<td>29</td>
<td>9</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>1</td>
<td>1</td>
<td>35</td>
<td>81</td>
<td>42</td>
<td>1</td>
</tr>
</tbody>
</table>

Source: Processed from e-MASTER East Java Province, May 2020

May 2020, DLH East Java Province has human resources as many as 151 people, consisting of PNS were 106 people and temporary employee with the work agreement (PTT-PK) as many as 45 people. Of the total employees currently owned, around 75% for men (56%). While the composition of employees based on rank/class can be presented in Table 2, as Table 4. PTT-PK Distribution per Work Unit in DLH East Java Province

<table>
<thead>
<tr>
<th>No.</th>
<th>Work unit</th>
<th>total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Secretariat</td>
<td>11 people</td>
</tr>
<tr>
<td>2</td>
<td>Environmental Management</td>
<td>9 people</td>
</tr>
<tr>
<td>3</td>
<td>Waste and Waste Management Division B3</td>
<td>4 people</td>
</tr>
<tr>
<td>4</td>
<td>Field of Control and Prevention of Environmental Pollution</td>
<td>6 people</td>
</tr>
<tr>
<td>5</td>
<td>Field of Environmental Compliance</td>
<td>4 people</td>
</tr>
<tr>
<td>6</td>
<td>UPT Environmental Laboratory</td>
<td>11 people</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>45 people</td>
</tr>
</tbody>
</table>

Source: Processed from e-MASTER East Java Province, May 2020

Furthermore, the composition of PNS based on age range, includes: (a) age 20-29 years as many as 7 people; (b) aged 30-49 years as many as 67 people; and aged 50-58 years as many as 31 people. The composition of the existing PNS is then distributed to 6 (six) work units in the DLH East Java Province, which can be described in table 3, as follows:

The PTT-PK distribution in each work unit can be presented in Table 4, as follows:

Based on the composition of employees data above, it can be seen that In general, the competencies possessed by employees at DLH East Java Province are in the good category, in which most of the employees have tertiary level educational qualifications. Based on the composition of rank and class, DLH employees East Java Province are mostly filled by PNS of class III and above, this shows that the competence and work experience of PNS is quite good. Apart from that, in terms of age, most of the PNS are also in the very productive age category, so that they should ideally be able to provide the best performance for the organization. Furthermore, the composition of employees based on gender can also be said to be quite balanced, because the differences are not far apart.

However, the distribution of PNS and PTT-PK in DLH East Java Province is currently not proportional, which can be seen from the more composition of employees in the secretariat work unit compared to other work units, even though the burden work, other work units also have workload that is not less heavy than the work unit of the secretariat. In addition, there are still many employee distributions that do not match placement with their competencies, which can be seen from the discovery of several PNS with educational qualifications in technical fields, such as environmental engineering, electrical engineering, chemical engineering and legal science which are actually used as financial staffs and there are also several functional positions in the environmental sector, such as functional positions controlling the environmental impact who also hold positions as treasurers. The same thing also happened to PTT-PK personnel who were mostly placed in work units that were not in accordance with their competencies.

**Implementation of Competency Based ASN Structuring in DLH East Java Province**

In Head of BKN Regulation Number 37 of
2011 concerning Guidelines for PNS Structuring, job analysis, workload analysis and employee gap analysis are the main instruments used in the preparation phase for employee structuring. The definition of job analysis according to article 1 number 15 of the Minister of PAN and RB Regulation Number 1 of 2020 concerning Guidelines for Job Analysis and Workload Analysis is the process of collecting, recording, processing and compiling job data into job information. In simple terms, job analysis in reading, processing and compiling job data, job information. Job analysis has output in the form of position information that is useful in making recruitment policies, selection, compensation, promotion, and education and training. In the state civil service management system, basic information is needed about the position which contains information about the characteristics of the existing work in each work unit which is then formulated in the position. The final goal to be achieved in job analysis is the creation of an ideal personnel management system by applying the principle of the right man in the right place. Furthermore, the results of the job analysis will be used as a guide in preparing the job map and workload analysis process.

Regulation of the Minister of PAN and RB Number 1 of 2020 concerning Guidelines for Job Analysis and Workload Analysis in article 1 number 17 defines workload analysis, hereinafter abbreviated as ABK as a systematic management technique to obtain information on the level of effectiveness and efficiency of organizational work based on work volume. ABK is carried out by dividing the contents of the work that must be completed by an average of 1 (one) person, so that the time needed to complete the work will be obtained, or will obtain the number of employees needed through the number of working hours for each employee. Through the ABK, they will be able to provide a description of the employees needed both qualitatively and quantitatively, detailed according to their position and work unit.

After the job analysis and ABK processes are carried out, the organization needs to carry out an Employee Gap Analysis (AKP) or commonly known as a Job Gap Analysis (AKJ), namely by comparing the job requirements, such as formal education, education and training, job experience, expertise, and employee skills with the current employee profile for the position. AKP aims to classify employee placements and positions into the "suitable" or "unsuitable" category according to their competencies. The AKP results provide an overview regarding the composition of employees that have matched the placement and position with the competencies they have, so that there is no need for rotation or transfer and those that are not appropriate so that it is recommended to: (a) be given the opportunity to improve competence and/or rotation; (b) a competency assessment is conducted to assess the competence of employees in a comprehensive manner; or (c) it is urgent to carry out rotation/transfer to another work unit that is more in line with its competence. Furthermore, the AKP results are also used as the basis for compiling a job map and calculating the strength of employees in the organization.

Based on the results of the study, according to the informants, basically these stages have been carried out very well by the analyst staff, however, the leadership still has not designed to utilize the results of the analysis as a basis for consideration in carrying out competency-based employee structuring planning. In taking employee planning and management policies, leaders tend to have their own perspectives as those who have full power to carry out employee management in DLH East Java Province. This causes implementation of ASN structuring based competence within the framework of bureaucratic reforms in DLH East Java Province have not been able to run optimally. This is like as the excerpt from an interview with one of the key informants who handled the following field of employment:

"... In my opinion, compared to others, DLH is actually more advanced, because maybe the staffing analysts are updated and there is a sense of concern. But keep in mind that the leadership has the power and the desire as well as a future view which is certainly different from the views of other people, so in making policies related to employee structuring, it often prioritizes organizational interests. Therefore, the structuring of employees here cannot be optimal".

In addition, the research results also indicate that the not optimal arrangement of ASN in DLH East Java Province can be seen from, which can be inferred from the discovery of problems in the arrangement result ASN has been implemented, namely: (a) a number of composition less proportional employees in several work units; (b) a number of discrepancies between employee competencies and position and job description; (c) overlapping work and uneven distribution of tasks; and (d) a number of discrepancies between the placement of employees and the formation of positions that have been determined from the CPNS selection results.

As for the factors hindering the implementation of competency based ASN structuring within the framework of bureaucratic reform in DLH East Java Province, consisting of:

**Internal factors, which include:**

1. Leadership, namely the lack of commitment and desire (good will) for the leadership to implement ASN structuring planning competency based in accordance with the policy direction of bureaucratic reform in the DLH East Java Province. This is caused by several things, including: (a) lack of level of understanding and mastery of the leadership, both to the main tasks and functions of his own position, as well as each employee; (b) lack of firmness in the leadership in adopting attitudes and policies related to ASN structuring competency based; (c) there is an element of like and dislike for the leadership of subordinates in placing employees; and (d) the leadership still has a strong seniority mindset in determining class positions and proposals for employee promotions; (2)
Organizational needs, namely as a result of employee shortages and limited employee competence for certain positions, such as treasury positions and other financial technical positions, ultimately encourage leaders to place some employees in positions that are not in accordance with their competencies; and (3) Human resources, namely there are still some employees who have a narrow, closed and egocentric mindset. This can be seen from the still found problems from the aspect of human resources, including: (a) there is a rejection of employees when they will be seated in certain positions, such as treasurer and other financial technical positions; (b) employees who do not want to develop because they have been placed in their own "comfort zones" so that they do not need to increase their competence; (c) lack of employee motivation to work because they feel that the income earned will remain the same even if it is not optimal at work; and (d) there are psychological problems and mentality of employees which results in the employee being unable to produce optimal performance, even though he has been placed in a position suitable to his competence.

External factors, which include:

1) The weak role of external institutions, means the absence of employee mapping and monitoring of the implementation of competency-based staffing optimally by the BKD of East Java Province as the external agency authorized to carry out personnel management at the provincial level; and (2) Limited implementation of education and training, namely the increasingly limited opportunities for employees to take part in education and training as an effort to improve employee competency to support the implementation of the main tasks and functions of the office they carry.

The results of these studies further strengthen the results of previous studies was conducted by Prasojo and Holidin (2018) suggest that the challenges faced in implementing leadership bureaucratic reform include: (a) human resources and bureaucratic processes and structures mandated by law but run inefficiently; (b) there is public distrust; (c) non-compliance of PNS. In this context, the leadership factor is the most dominant factor in influencing the success of bureaucratic reform, especially in the field of human resource management of the apparatus. It means, the role of leadership in achieving the goals of an organization is also very dominant, meaning that the success of an organization is largely determined by leadership factors. Therefore, a strategic effort through institutionalization is needed, for example in the form of policies to commit to the implementation of bureaucratic reform that has received support from various stakeholders.

There are at least 10 (ten) transformational leadership principles in the management of government bureaucracy, namely: (1) clarity of vision, namely good leadership always begins with a vision that reflects the common goals which are then explained to all employees clearly and simple; (2) employee awareness, which is always trying to increase employee awareness of the value and importance of tasks and work for the organization; (3) achieving the vision, which is oriented towards achieving the vision by keeping and maintaining commitments that have been built together; (4) a forerunner of change; (5) self-development; (6) employee learning; (7) employee development; (8) creativity development; (9) a culture of collaboration; and (10) organizational conducive-ness (Pasolong, 2008). However, these principles have not been implemented optimally in DLH East Java Province, particularly in relation to competency-based employee structuring planning. The lack of commitment and good will from the leadership to implement competency-based employee structuring planning in accordance with the policy direction of bureaucratic reform in DLH East Java Province, eventually led to the implementation of competency based employee structuring not being able to run optimally.

To overcome these problems, it is necessary to change the employment management practices at DLH East Java Province. In this context, a paradigm shift and organizational culture are needed by all components of human resources found in DLH East Java Province, starting from top management to employees at the lowest level. Competency based employee management must be truly implemented and followed by more optimal development of employee competencies. This is consistent with the state that in an effort to meet the competence of the apparatus human resources, efforts can be made through the transformation competencies of a leader, namely: (1) increasing employee awareness of the value and importance of tasks and work, (2) directing employees to focus on group and organizational goals, not on personal interests, and (3) develop employee potential optimally (Bass, 1985). This opinion indicates that the role of the leader is very dominant in efforts to overcome the problems that arise from the aspect of human resources which then hinder the optimization of the implementation of competency-based employee structuring planning in the DLH East Java Province. Thus, synergy between leaders and subordinates in an effort to support competency-based staffing is absolutely necessary, in order to realize more optimal competency-based staffing structuring planning, especially in DLH East Java Province.

The implementation of bureaucratic reform in a government organization must refer to the stages set out in the 2010-2025 Bureaucratic Reform Grand Design. In order to ensure the progress and implementation of bureaucratic reform as expected, a National Bureaucratic Reform Team was formed whose duties include conducting training, monitoring and evaluating the implementation of the 2010-2025 Bureaucratic Reform. The implementation of monitoring and evaluation by an independent bureaucratic reform team aims to seek more objective information about the progress of bureaucratic reform and assess the results of its implementation. The scope
of the implementation of monitoring and evaluation of the progress and results of the implementation of bureaucratic reform consists of: (a) Change management; (b) Legal and regulatory arrangements; (c) Organizational structuring and strengthening; (d) Governmental arrangements; (e) Structuring the human resource management system for the apparatus; (f) Strengthening supervision; (g) Strengthening performance accountability; (h) Increasing the quality of public services; and (i) Monitoring, evaluation and reporting (Sugandi, 2017).

Furthermore, the aspects of supervision in monitoring will have an impact on the performance of the apparatus, namely: (1) Increasing the sense of responsibility of the apparatus given the mandate to carry out the program; (2) Directing the executive apparatus to carry out the program in accordance with planned procedures; (3) Preventing irregularities and failures in program implementation; and (4) Improving the implementation of programs that are not according to plan as a form of efficiency measures to avoid greater losses (Suryana, 2010). Therefore, it is expected that BKD East Java Province as an authorized agency in staffing management to further enhance its role to overcome various employee management problems that occur in all government organizations in East Java Province, one of which is by carrying out monitoring of the implementation of competency-based employee management more comprehensively. The results of the monitoring are expected to be able to have a positive impact on government organization to further optimize the implementation of competency-based employee structuring and to be taken into consideration in carrying out employee mapping across the East Java Province.

The recommended competency based ASN structuring planning model

In essence, the existing model of employee structuring as stipulated in the Regulation of the Head of BKN Number 37 of 2011 concerning Guidelines for PNS Structuring can be said to be relatively good. However, because the stipulation of the guideline has been carried out long before the issuance of Law Number 5 of 2014 concerning ASN which conceptually is also far different from the previous employment law, then it is time for a review and a material test related to the relevance of the substance there are those guidelines with higher laws. Furthermore, the guideline also only regulates the PNS structuring, while the definition of the ASN has now shifted not only to contain PNS, but also to consist of PPPK. Thus, the competency-based planning model for civil apparatus planning can be compiled comprehensively, so that it can be implemented for PNS and PPPK.

Based on this research, the ideal competency based ASN structuring planning model expected by the informants, was essentially loading instrument structuring existing employees, such as: the implementation of job analysis, workload analysis, and gap analysis of employees, combined with the instrument-instrument which refers to the concept of a merit system in ASN management, such as conducting competency tests to map employee competencies, increasing competency as a support for low competent ASN, the results of which are used as a basis for consideration to carry out competency based redistribution of ASN. This is as stated by one of the informants who is an administrator in the field of human resources, as follows:

“First, a comprehensive job analysis and workload analysis must be carried out so that we can adjust the placement of employees according to their competencies. Then it is necessary to conduct a comprehensive competency test, from officials to staff because that is one way for the agency to run professionally. Competency testing is a very good way to select employees, especially from their competencies. In addition, increasing competence is also a must. So it would be better if after the competency test was found there were employees whose competence was low, it means that the employees must be immediately included in training to improve their competence. Finally, there should be redistribution or rearrangement of employees if there are employees who have not matched their placement or have been in one position for too long”.

These stages are carried out continuously with the support of stakeholders who have a direct role in the structuring process of ASN. Therefore, researcher then designed a model competency based of ASN structuring planning within the framework of bureaucratic reforms that can be recommended to be implemented so that the competency based ASN structuring may be optimized, in particular in DLH East Java Province, which is a model that integrates an instrument-instrument in structuring existing employees, such as: job analysis, workload analysis, employee gap analysis and employee mapping with new instruments such as competency testing and competency enhancement and by involving the roles of several stakeholders directly related to the implementation of ASN structuring planning to support its implementation, such as: the leadership of the organization as the decision maker and agent of change in the organization, the

Figure 1. Recommended Model of Competency Based ASN Structuring in the Bureaucracy Reform Framework
BKD of East Java Province and the BKN as the institution authorized to carry out staffing management, as well as the BPSDM of East Java Province as the agency authorized to hold the education and training.

The recommended competency based ASN structuring planning model referred to, as presented in Figure 1.

**CONCLUSION**

The result of research is showing that competency based ASN structuring in the framework of bureaucracy reform, particularly related to implementation of competency based ASN structuring is still not running optimally, which is caused by the presence of: (a) internal factors, including: leadership, organizational needs and human resources; and (b) external factors, including: the weak role of external institutions and the limited implementation of education and training. In addition, Head of BKN Regulation Number 37 of 2011 concerning Guidelines for PNS Structuring still refers to the concept and staffing system of the old pattern before the birth of Law Number 5 of 2014 concerning ASN, so we need a new model related to competency based ASN structuring planning in the framework of bureaucratic reform which can be recommended to be implemented so that the competency based ASN structuring can run optimally, especially in the DLH East Java Province. The new model integrates instruments in structuring existing employees, such as: job analysis, workload analysis, employee gap analysis and employee mapping with new instruments such as competency tests and competency enhancements that are compatible with the merit system and involve multiple roles stakeholders directly related to the implementation of the structuring of ASN, such as: the leadership of the organization as the decision maker and agent of change in the organization, BKD of East Java Province and BKN as the institution authorized to carry out staffing management, and BPSDM East Java Province as the agency authorized to conduct education and training.

The results of this study provide theoretical implications in the form of the designed of a new model recommended in competency based ASN structuring planning within the framework of bureaucratic reform which is expected to provide practical implications in the form of increased organizational commitment in implementing of ASN structuring based on competency as an effort to support the realization of professional ASN in accordance with the aspirations by bureaucratic reform.

Recommendations that can be given from the results of the research above, among other things: (a) The central government needs to formulate a new policy related to the guidelines for ASN structuring in a more comprehensive and implementative manner and also includes a system of rewards and punishment for the results of the competency based ASN structuring that have been implemented by government agencies, both in the central and regional levels; and (b) As a first step in implementing the recommended ASN structuring competency based planning model, the central government needs to remapping the ASN competencies through a comprehensive talent pool based competency test. The results of the competency test can be used as a basis for consideration for giving rewards to ASN who have high competencies in the form of promotion, and punishment in the form of decreasing and/or dismissal from positions for ASN who have low competence. Thus, the ASN profile in Indonesia will be filled with qualified apparatus resources, highly motivated and professional.

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