Reaching Competent and Courageous Civil Servants to Serve: A New Dream?

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Abstract. Expectations for improving the quality of public services can be achieved if public sector organizations can manage employee competencies through appropriate competency development principles. The public considers that employees of public sector organizations or civil servants (*Pegawai Negeri Sipil* - PNS) still lack reliable competencies to complete the work assigned. This study aims to describe and analyze the internal strategies of public sector organizations in improving personnel quality to improve services through competency development carried out by several local governments in Indonesia. This study uses a survey method to obtain quantitative data and then re-analyze through a qualitative approach through in-depth interviews and participatory observations. The results showed that in its strategy to improve the quality of administrative services, local governments have developed employee competencies in several ways, including employee assessments, Training Need Analysis, and improved activity reports. This study then recommends a model of employee competencies in public services.

Keywords: civil servants, competency model, public service

1. Introduction

Lately, attention to public services focuses on a gap between what is idealized, expected, or perhaps demanded by those who act as service users and what happens during the service process. There is still a significant difference between the theory of ideal public services and its practice in the field. This gap can potentially be the leading cause of low performance or quality of public services, leading to failure in public service. The gap between the theories of public services and employee competencies and their practice in Indonesia compared to other ASEAN countries is presented in Table 1.

Indonesia's average government effectiveness index value in 2018 is still low compared to other ASEAN countries. Within ASEAN, Indonesia ranks 5th out of 8 countries with an index value of 0.18 and a percentile rank 59.1.

The ASN (*Aparatur Sipil Negara* – civil servants) professionalism index consists of four dimensions: (1) Qualification Dimension, (2) Competency Dimension, (3) Performance Dimension, and (4) Discipline Dimension. East Java Province, which has 50,134 ASNs as of 2018 [1], has a professionalism index value of 70, classified in the low category.

Table 1. Government effectiveness index in ASEAN countries in 2018 [20]

Indicator	Country	Year	Number of Sources	Governance (-2.5 to +2.5)	Percentile Rank	Standard Error
	Brunei Darussalam	2018	5	1.25	87.0	0.2
	Indonesia	2018	10	0.18	59.1	0.2
	Lao PDR	2018	8	-0.67	24.5	0.2
	Malaysia	2018	8	1.08	81.3	0.2
	Philippines	2018	10	0.05	55.3	0.2
	Singapore	2018	8	2.23	100.0	0.2
	Thailand	2018	9	0.35	66.8	0.2
	Vietnam	2018	9	0.00	53.4	0.2

Table 2. Provincial ASN professionalism index assessment results in 2018 [1]

No	Province	Number of Civil Servants	Incoming Data	Percentage	Dimensions				IP Value	Category
					Qualification	Competence	Performance	Discipline		
10	Lampung	16,511	517	3.1%	15	20	23	5	63	Low
11	Banten	10,036	201	2.0%	15	23	24	5	67	Low
12	West Java	37,344	24521	65.7%	14	28	28	5	75	Low
13	DKI Jakarta	65,938	1094	1.7%	12	21	26	5	64	Low
14	Central Java	41,587	41587	100.0%	14	20	25	5	64	Low
15	East Java	50,462	39282	77.8%	14	26	25	5	70	Low
16	DI Yogyakarta	11,262	10160	90.2%	13	26	25	5	69	Low
17	Bali	11,262	8298	74.5%	13	21	25	5	64	Low
18	NTB	13,936	13828	99.2%	13	22	25	5	65	Low
19	NTT	14,632	827	5.7%	14	20	23	5	62	Low

The data above confirms a gap between the expectations of public service users and their practices. To manage the expectations of service users, public sector organizations must provide excellent public services and improve their performance. Other factors related to the gap and poor service in public services that lead to community disappointment are the inaccuracy of service time, the poor attitude of officers (unfriendly and less responsive), and discrimination. Other service gap factors include role confusion, role conflict, employee-job incompatibility, technology-job unpreparedness, inappropriate supervisory control systems, low perceived control, and weak teamwork.

2. Methods

This research uses a mixed method; first, quantitative data collection is obtained from surveys analyzed using the SERVQUAL method and frequency distribution. The analysis begins with a questionnaire distributed to consumers; each question item has two answers on a scale (Likert), namely whether the customer thinks it is important to do or implement and how it performs, good or bad [2]. Second, the quantitative results are further detailed with qualitative primary data obtained through interviews with informants who work at the Regional Personnel Agency (*Badan Kepegawaian Daerah* - BKD) of East Java Province, which oversees 29

regencies and 9 cities. Meanwhile, secondary data were obtained from BKD documents related to strategies to improve the quality of services through employee competency development. In this study, we had 4 key informants representing each department at BKD: the Head of the Sub-division of Competency Standard Preparation, the Personnel Analyst, the Head of Planning and Formation, and the Secretariat of Employees in charge of the front desk. Data analysis in this study uses an interactive relationship model consisting of data collection, condensation, presentation, and conclusion drawing or verification. The results showed all the factors that cause failure to meet expectations in actual service delivery. The top three factors most responsible for the gap were the supervisory control system, authority, and role conflict.

3. Findings

Improving the quality of public services is one of the demands to realize Bureaucratic Reform within government agencies. The East Java Province BKD routinely conducts surveys to see aspects of public satisfaction with the quality of services provided. The survey contains 14 service elements consisting of (1) Service Procedures, (2) Service Requirements, (3) Clarity of Service Officers, (4) Discipline of Service Officers, (5) Responsibility of Service Officers, (6) Ability of Service Officers, (7) Service Speed, (8) Fairness in Getting Services, (9) Courtesy and Friendliness of Service Officers, (10) Service Suitability, (11) Service Standards, (12) Certainty of Service Schedule, (13) Environmental Comfort, (14) Environmental Security. The survey results are then calculated using the value of the Community Satisfaction Index (*Indeks Kepuasan Masyarakat* – IKM) as a benchmark to describe the perception of public service recipients of public services organized by public service providers. The survey report is expected to motivate improvement in the quality of public services to realize the performance of good governance and increase ASN accountability and trust in BKD in each local government under the province. The value of the service elements in the community satisfaction survey is as follows:

Table 3. Value of service elements in BKD East Java Province [21]

No.	Service Element	Value
1.	Service Procedure	3.56
2.	Service Requirements	3.42
3.	Clarity of Service Officers	3.42
4.	Discipline of Service Officers	3.42
5.	Service Officer Responsibilities	3.38
6.	Service Officer Ability	3.32
7.	Speed of Service	3.36
8.	Fairness of Service	3.32
9.	Courtesy and Friendliness of Service Officers	3.33
10.	Service Suitability	3.83
11.	Service Standard	3.92
12.	Certainty of Service Schedule	3.36
13.	Environmental Comfort	3.46
14.	Neighborhood Safety	3.25
	Weighted average	3.43

3.1. Service Quality Improvement Strategy

The strategy used by BKD to improve the quality of its services is by developing competencies for its employees carried out by assessments whose results will be mapped into nine 'talent management boxes' and also the 'Training Need Analysis' program, namely competency development in accordance with the competencies that are needed. In addition to competency development, another strategy used is the use of technology in providing services in the form of the 'Electronic Service Letter' application and the creation of reports on the results of activities in the form of data to see the quality of services provided.

3.2. Benefits and Functions of Service Quality Improvement Strategy

a. It gives a long-term direction: An organization certainly needs a direction that leads it to its goals because it contains its dreams, ideals, and core values.
b. Helps the organization adapt to changes that occur: Based on the interview results, it can be concluded that the changes in services that occur in BKD lie in the service system. It used to be purely administrative or manual, where ASNs had to come to the BKD office directly to take care of the services needed. Now, it has been replaced by a digital-based service system with the latest applications.
c. Make an organization more effective: There are several efforts made by BKD to make its services run effectively, including (1) developing employee competence by including employees in job-related training, (2) updating the software used to store personnel data, (3) information Dissemination, (4) strengthening Standard Operating Procedures, (5) using technology in the form of service support applications, (6) collaborating with vertical agencies, (7) synchronizing personnel data, and (8) always be ready to provide services.
d. Improve the organization's ability to prevent future problems: Based on the results of the interviews, it is concluded that the efforts made by BKD in preventing future problems include (1) providing a reporting system to accommodate feedback from service users, (2) consulting with vertical agencies regarding feedback provided by service users, (3) being more thorough in doing work, and (4) making improvements in the service system and supporting technology.

3.3. Benefits and Functions of Service Quality Improvement Strategy

Based on the results of the interview, it is concluded that the objectives of the service improvement strategy at BKD are; (1) so that service users, namely the ASN of East Java Province, can focus on providing services to their respective service targets and do not need to spend a lot of time completing their personnel matters, (2) implementation of personnel management in accordance with the service principles promoted by the Governor of East Java Province, which reads "CETTAR" (*Cepat, Efektif, Efisien, Tanggap, Transparant, Akuntabel, dan Responsif* or Fast, Effective, Efficient, Understand, Transparent, Accountable and Responsive) and also to create a merit system in services, (3) changing people's mindset regarding public services that seem convoluted by providing fast service, and (4) providing the best service supported by data.

3.4. Employee Competency Development

Based on the data collected, employee competency development at BKD is carried out in several ways, including;
a. Use of a systematic and planned approach to education and training: The training program provided by BKD for its employees is carried out by the Human Resources Development

Agency (BPSDM). The training provided by BKD itself is in the form of various internal programs such as workshops, technical guidance, and education and training.

b. Policy implementation of continuous improvement: Policies on training for civil servants have been regulated in Government Regulation of the Republic of Indonesia Number 11 of 2017 concerning Civil Servant Management, which states that competency development for civil servants can be carried out in the form of education and training, the training is carried out in two ways, namely through Classical Training and Non-Classical Training

c. Creating and maintaining a learning organization: BKD provides training to employees through a learning organization, BPSDM East Java Province. This regional organization officer carries out supporting functions of government affairs in education and training.

d. Ensure that all education and training activities are competency-focused: The training provided to employees in BKD is tailored to the needs of each employee and related to their duties because each training has its requirements according to their performance and duties.

e. Special attention is paid to quality management and competency planning: BKD conducts formal employee development training through education and training organized by BPSDM and internal training, workshops, and technical guidance. Feedback for services can be provided through a reporting system called 'SP4N LAPOR,' which accommodates feedback from service users.

3.5. Factors that Influence Strategy

A strategy can be successful or otherwise fail to be implemented because factors influence the strategy. In this study, the factors that influence the strategy of improving the quality of personnel administration services are divided into two factors, namely:

3.5.1 Internal Factors

Internal strength factors that influence the strategy to improve the quality of personnel administration services through employee competency development are (1) human resources who have a good educational background, (2) commitment of leaders who are visionary, willing to change and support, (3) human resources who are qualified in providing services, (4) supporting facilities and infrastructure, (5) young human resources who are easier to understand technology and are quick to respond in providing services, (6) availability of funds, (7) ASN who are active in conducting self-development.

Meanwhile, the internal weakness factors that affect this strategy are (1) poor coordination and communication between fields due to staff, (2) there are still conventional ways of working by employees, (3) inconsistency in the application of SOPs, (4) during the pandemic, employees neglected their duties during '*Work From Home'*, (5) Difficulty saving large letter files in the SDE application, (6) unavailability of funds, (7) ASNs who are not pro-active in the self-development process.

3.5.2 External Factors

External opportunity factors that influence BKD's strategy of improving the quality of personnel administration services through employee competency development are (1) BKD becoming a 'National Pilot Project' both in terms of its personnel information system and service delivery and (2) BKD receiving many awards in the implementation of employee formation, rank, and mutation.

Meanwhile, external threat factors that can affect the strategy of improving the quality of personnel administration services carried out by BKD are: (1) the number of ASNs served is large, and (2) regulations from the central government are changing.

3.6. Strategy Impact

3.6.1 Impact on Service Providers

The impact of the strategy to improve the quality of personnel administration services through employee competency development for service providers are (1) Budget efficiency, (2) Minimizing risk management, (3) Providing effective and efficient services, (4) Achieving various awards related to good service by BKD, (5) Reducing Corruption, Collusion, Nepotism (CCN) in the process of providing services, (6) Archiving letters is better and safer and checking letters is easier and more practical.

3.6.2 Impact on Service Recipients

The impact of the strategy to improve the quality of personnel administration services through competency development for service recipients are (1) ASN is satisfied with the staffing services provided by BKD, (2) ASN can focus more on serving the community, (3) ASN gets fast staffing services.

ASN satisfaction can be proven by the East Java Province Community Satisfaction Index in 2022, which consists of 14 service elements, with a fairly stable value in each service element, which ranges from the smallest number of 3.25 in the element of environmental safety and the largest number of 3.92 in the element of service standards. The IKM value after being converted is 85.83 with a service quality value of A, which means that the performance of the service unit at BKD East Java Province is considered very good.

Table 4. Community satisfaction index of BKD East Java Province in 2022 [21]

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12.	Certainty of Service Schedule	3.36
13.	Environmental Comfort	3.46
14.	Neighborhood Safety	3.25
Average		3.43

The increase in the Community satisfaction index is inseparable from the policies set by the government regarding training for ASN, listed in Government Regulation of the Republic of Indonesia Number 11 of 2017, to be implemented as a continuous training program by BKD. This regulation has a major influence on the increasing activities of training programs from the Provincial government, followed by employees from BKD for self-competency development.

4. Discussion

4.1. Improving the Quality of Human Resources

One of the strategic issues in the field of state officials that needs to be addressed immediately is improving the quality of public service resources. For this reason, it is necessary to accelerate reforms in various aspects of government that lead to the competence of the officials as part of the organizational commitment [3], the strategic role of leadership [4],[3], and a mediation tool with employees [4]. To achieve the goals of bureaucratic reform in the HR aspect, it is necessary to develop the competence of human resources, starting with BKD as the managing institution. Employee competency development can be done through several approaches, such as education and training, that are systematic and designed according to needs.

Training will be systematic if the training is planned and structured in terms of targets, types of training, training programs that refer to the curriculum, and the experience of consultants who become presenters. The implementation of training is carried out by the Human Resources Development Agency (BPSDM) in the form of various internal programs such as:

a. *Education and training*: Education and training programs provided to BKD employees vary because they are tailored to the duties of each employee in their field; for example, in the P3DASI field, there are training courses related to coding and training for preparing employee needs. In the development sector, there is training on employee performance targets and training on financial management of goods and services.

b. *Technical guidance*: Technical guidance given to employees is different because each task and service has its technicalities. Government agencies conduct technical guidance, such as Technical Guidance on Formation Planning, Leadership Technical Guidance, and Technical Guidance on Competency Standards Preparation. In this case, BKD can conduct internal seminars, socialization related to new regulations from the central government, and other internal programs such as spiritual mental strengthening and work ethic intended for members of the Civil Service Corps.

c. *Implementation of continuous quality improvement* policy: Policies on training for civil servants have been regulated in Government Regulation of the Republic of Indonesia Number 11 of 2017 concerning Civil Servant Management, which states that competency development for civil servants can be carried out in the form of education and training, the training is carried out in two ways, *first*, Classical Training, which is carried out through a face-to-face learning process in the classroom, at least through training, seminars, courses, and upgrading for civil servants. *Second*, non-classical training is conducted through *e-learning*, on-the-job guidance, distance training, internships, and exchanges between civil servants and private employees.

d. *Creation and maintenance of a learning* organization: A learning organization is an institution that facilitates the learning activities of all members in carrying out transformation [5–7]. If an institution becomes a learning organization, then learning activities and employee improvement have become a culture that will be incarnated in the life of the institution as a daily activity. The leadership will not feel forced to empower employees, and employees will no longer feel neglected by the leadership.

e. *Special attention to competency management and planning*: Management improvement can be done by conducting job rotations, formal training, feedback to find out employees' strengths and weaknesses, and supporting leaders to produce improvement plans. [8–11]. Formal training conducted by the Provincial BKD for employee development is in the form of education and training organized by BPSDM, as well as internal training, *workshops,* and technical guidance. Furthermore, providing feedback for the services provided can be done through a reporting system called SP4N LAPOR, which accommodates feedback from service users.
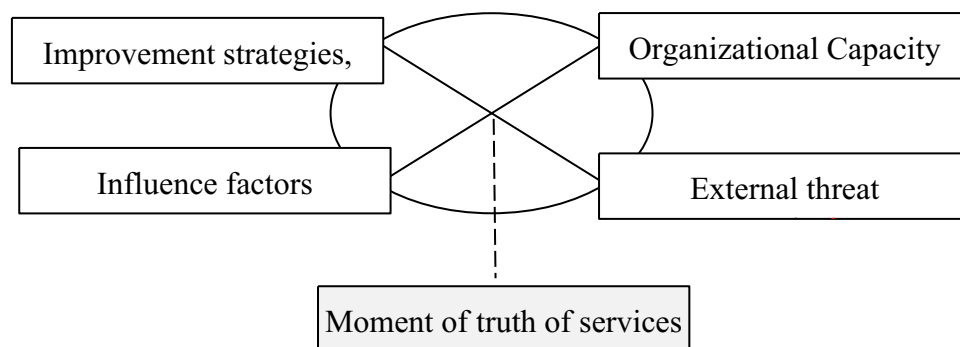

Figure 1. Model of employee competency

4.2. Factors Influencing Strategy Employee Service Competency

A strategy can be implemented with the factors influencing it to increase administrative competence. As Figure 1 shows, in addition to the required Improvement strategies and organizational capacity, employee competence development is influenced by two other factors, namely internal and external factors, which will determine the final result of employee competence and the moment of truth of service.

4.2.1 Internal Supporting Factors

Internal supporting factors that influence the strategy of improving the quality of personnel administration services through employee competency development in the Provincial BKD are more determined by the capacity of local governments [12]. The internal supporting factors deal with the following:

a. Human resources with a good educational background: Based on data on employee education levels, around 13% of BKD employees of East Java Province are high school graduates, 5% are DIII graduates, 6% are DIV graduates, 49% are S1 graduates, and 26% are S2 graduates, out of a total of 99 employees. It can be concluded that the average BKD employee of East Java Province has a good educational background.

b. Commitment from leaders who are visionary, willing to change, and supportive: Commitment from leaders has an important influence on the success of strategies to improve the quality of personnel administration services through employee competency development because leaders who are willing to change will support changes that occur in the service system.

c. Qualified human resources in service delivery: Competent human resources are key to implementing this strategy. The service process will be fast, effective, and efficient because of employees' abilities to provide services.

d.   Supporting facilities and infrastructure: The main facilities and infrastructure that support this strategy are the use of technology in the form of service support applications, such as the Si-Master application, Electronic Service Letters, and Electronic Signatures, which shorten the time of the service process and reduce the use of costs.

e.   Young human resources: With technology as the main service means, having young employees will be very beneficial. This is because young employees understand technology more easily and are quick and responsive in providing services.

f.   Funds availability: Funds availability is quite influential on this strategy because if funds are available to improve service quality and develop employee competence, both processes can run smoothly.

g.   Personal ASN who is active in self-development. An active ASN will increase the overall average ASN professionalism index (IP ASN); a good IP ASN indicates that the ASN is competent in providing services.

4.2.2   Internal Weakness Factors

Internal weaknesses in the civil service system have become part of the pathology of bureaucracy [13]. These weaknesses affect the strategy of improving the quality of personnel administration services through employee competency development:

a.   Poor inter-field coordination and communication are due to the many functions and employees. The occurrence of miscommunication [14]or miscoordination [15,16] between employees and between fields will certainly hamper the service process because this can trigger other errors

b.   Employees who work conventionally: Employees still working in conventional ways will hinder the implementation of the strategy. One of the new strategies implemented is using technology or service support applications. Employees who are still conventional will have difficulty adapting to the use of technology, which hinders the running of strategies and services.

c.   Inconsistency in applying Standard Operating Procedures: Implementing SOPs that lack discipline is inconsistent and easy to change; it will take a lot of time to socialize related SOPs and adapt to changing SOPs.

d.   Pandemic experience: The pandemic has caused some employees to neglect their duties during WFH (Work from Home). Because some employees think that WFH is a time off, they are reluctant to do their duties or even refuse to be given assignments.

e.   Difficulty saving large mail files in the SDE application: One of the shortcomings of the service support technology owned by BKD East Java Province is the limited storage space for large letters in the Electronic Service Letter application; the maximum storage limit for one letter file is 2 megabytes.

f.   Unavailability of funds: The availability of funds is quite influential in this strategy because if funds are not available to improve service quality and develop employee competence, both can be hampered.

g.   ASNs who are not active in the self-development process: ASNs who are not active in conducting self-development will reduce the average ASN professionalism index (IP ASN). A low professionalism index will be a nightmare for the bureaucracy and can be a national administrative reform disaster.

4.2.3   External Factors

External factors are influential factors that originate outside BKD, or they can originate from service recipients or parties who collaborate in the service delivery process.

a. External opportunity factors are factors from outside BKD that have the opportunity to support the strategy of improving the quality of personnel administration services through employee competency development. External opportunity factors that influence the strategy of improving the quality of personnel administration services through employee competency development are BKD East Java Province, a National Pilot Project in terms of its personnel information system and service delivery[17]. [18] Being a National Pilot Project means acting as a role model for other government agencies regarding competence and personnel information systems. In addition, it has received many awards in implementing employee formation, rank, and mutation. The awards indicate that this organization has successfully implemented the proper formation, rank, and mutation of employees.

b. External threat factors are factors from outside BKD that can threaten the strategy of improving the quality of personnel administration services through employee competency development and public service transformation [19]. External threat factors that can affect the strategy of improving the quality of personnel administration services through employee competency development in BKD are:

-   The number of ASNs served is large.
    As mentioned, East Java Province has the largest number of ASNs in Indonesia. With this many ASNs, many personnel matters must be addressed. However, some employees still face difficulties serving many ASNs simultaneously.

-   Regulations from the central government are changing.
    Provincial BKD, as part of the local government, must follow regulations from the central government. Regulations that often change have the potential to hinder service quality improvement because implementing a new regulation will require vigorous socialization and an adaptation process.

5. Conclusion

Strategic aspects that need improvement in administration quality also include supervisory control system factors, including inappropriate compensation and rewards for employees who perform well. The role conflict that needs the most improvement is between the service provider role and administrative tasks. Loss of control over work during high demand is the most important aspect of improving the authority factor. Another aspect revealed in this research is employees' low skill and competence. This aspect affects many other aspects of service delivery. Improving this aspect will make a big difference in service performance. Strategies used by government civil service agencies in simplifying procedures are possible due to service support applications, infrastructure development strategies through e-Govt technology, and bureaucratic culture development strategies, which support employee competencies and can create service quality that can slowly become a work culture.

The strategy to improve the quality of personnel administration services through employee competency development consists of internal and external factors; the internal strength factors of this strategy include human resources who have a good educational background, visionary leadership commitment, willingness to change and support, qualified human resources in service delivery, supporting facilities and infrastructure, young human resources who are easier to understand technology and are responsive in providing services, availability of funds, personal ASN who are active in conducting self-development. Then the internal weakness factors of this strategy include poor coordination and communication between fields due to the large number of employees, there are still conventional employees, inconsistency in the

application of SOPs, and the pandemic period, which caused some employees to neglect their duties during WFH (*Work From Home*), difficulty saving large letter files in the SDE application, unavailability of funds, ASN who are not active in the self-development process.

In improving the quality of personnel administration services through employee competency development, there are also external opportunity factors that influence the strategy; BKD is a National Pilot Project both in terms of its personnel information system and service delivery, and BKD has received many awards in the implementation of employee formation, rank, and mutation. Meanwhile, external threat factors that can affect the strategy of improving the quality of personnel administration services through employee competency development carried out by BKD East Java Province are the following: the number of ASNs served is large, and regulations from the central government are changing.

There are positive changes for both the service provider and the service recipient, namely: (1) budget efficiency, (2) minimizing risk management, (3) effective and efficient service delivery, (4) achievement of various awards related to good service by BKD East Java Province, (5) reduced KKN (Corruption, Collusion, Nepotism) in the service delivery process, and (6) better and safer letter filing and easier and more practical letter checking. Meanwhile, the impact of this strategy for service recipients is that (1) ASN is satisfied with the civil service provided by BKD East Java Province, (2) ASN can focus more on serving the community, and (3) ASN gets fast civil service.

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