

Managerial Competency Development of the State Civil Apparatus(ASN) at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province

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Abstract: The service quality of apparatus, which is still far below expectation, and the gap between the number of apparatus and citizens served encourage the government to make improvements. One strategy to improve the service quality of the State Civil Apparatus is through development with policy-related activities. This study aims to analyze Managerial Competency Development of the State Civil Apparatus (ASN) at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province. This study employs descriptive method with qualitative approach. The primary data was collected through observation and interviews; the respondents included the State Civil Apparatus (ASN) at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province. The secondary data collection technique used was document study. The data were analyzed through interactive model of data analysis. The results of this study reveal that the managerial competency of the State Civil Apparatus (ASN) at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province is developed through 1) Education and Training, 2) Technical Training, 3) Functional Competency Development through Seminar and Workshop, 4) Leveling Education and Training, 5) Functional Expertise Education and Training, 6) Structural Education and Training through Technical Guidance (BIMTEK), 7) Pre-service Education and Training, 8) General Technical Education and Training, 9) Leadership Education and Training (PIM) II, III, and IV, categorized as having been implemented but there is still a need for improvement in development such as substantive technical education and training that provides skills and/or mastery of technical knowledge directly related to the implementation of the main tasks of the agency concerned.

Key Words: Development, Managerial Competency, State Civil Apparatus (ASN).

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I. INTRODUCTION

In the current era of globalization, the role of human resources is one of the important factors that support the realization of organizational goals. Human resources as an element in an organization can be interpreted as humans who work in the organization, and to develop high-quality human resources various superstructure and infrastructure needs to be prepared. An organization or agency that wants to move forward, continue to grow and has a positive image in the eyes of the public will not ignore the aspect of its human resource development.

Makmur (2013:193) argued that human resources in government consist of internal human resources as members of government organizations termed the state apparatus or government apparatus and external human resources, which are all members of the community within the domain of government. The strengths and weaknesses of human resources determine the success and failure of government activities of a country. The more intelligent human resources are, the stronger the implementation of governmental tasks will be. On the contrary, the weaker human resources are, the weaker the administration of government will be.

The potential for developing human resources to achieve professionalism or Continuous Professional Development is not something difficult to implement because the Indonesia national government is committed to supporting every development activity that aims to improve the quality of work performance of the government apparatus.

The current reality shows that the state apparatus in Biak Numfor regency of Papua Province still need competency development in order to improve the effectiveness of delivery of public services to citizens. Article (69) of Law Number 5 of 2014 confirms that one of the ASN competency qualifications is managerial

competency, measured from the level of education, structural or management training, and leadership experience.

To improve the quality of public services of the State Civil Apparatus in Biak Numfor Regency of Papua Province, the development of managerial competency of the State Civil Apparatus must be a major concern. It should be carried out continuously by always following changes in community demands in general and State Civil Apparatus demands in particular.

A poor sense of responsibility of a leader that often become negative examples in government agencies in Biak Numfor Regency of Papua Province inhibits various development programs that have been designed over the past 2 years, from 2017 to 2018, by the Civil Service and Human Resource Development Agency of Biak Numfor Regency, Papua Province. Thus, the problem will be the basis for the formation of the character of the State Civil Apparatus related to the lack of professionalism, rationalism, and morality, which can affect the effectiveness of public services in Biak Numfor regency of Papua province. From the background of the problem, the researchers were interested in investigating managerial competency development of the State Civil Apparatus at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province.

II. LITERATURE REVIEW

Human Resource Development

Human resource development shows a deliberate effort with the aim of changing the behavior of members of an organization or at least increasing capacity for change. Thus, the main characteristic of human resource development is activities that are directed at behavior change. S, Youngblood, & Schuler (1999:16) stated that the development of human resources in an organization would cover various factors such as education and training, career planning and management, the development of work quality and productivity and the development of occupational health and safety.

Development is a learning process designed in order for employees to develop. Development is not only to improve employee performance at present but also to be long-term and to help employees prepare for future work. Khan, Khan, & Mahmood (2012:50) maintained that *Human Resource Development (HRD) is an important and very attention receiving discipline of present time.*

Managerial Competency

Simply put, competency is defined as a set of abilities that includes knowledge, attitudes, values and skills that must be possessed by a person in order to carry out the main tasks, functions and responsibilities of his work and/or the position he holds. Mathis & Jackson (2005:217) remarked that *competencies are basic characteristics that can be linked to enhanced performance by individuals or teams of individuals. The groupings of competencies include knowledge, skills, and abilities.* Work competency is an employee capacity map for the attributes of the work they carry out, which is a collection of abilities, skills, maturity, effectiveness, efficiency, experience and success in developing job responsibilities within the organization.

Furthermore, Vazirani (2010:129) explained that *With the knowledge and use of the information contained within a competency model and awareness of their individual competency strengths and weaknesses, individuals may manage their future job or career success, navigate their current chosen career pathway, or apply the information to examine new career opportunities.* Competency is part of and forever exists in one's personality and can predict behavior and performance widely in all information related to work.

In the context of the Administrative System of the Unitary State of the Republic of Indonesia (SANKRI, 2003: 75-76), managerial competency is a competency that deals with various managerial abilities needed to handle organizational tasks. Managerial competency includes the ability to apply the concepts and techniques of planning, organizing, controlling and evaluating the performance of organizational units, as well as the ability to implement the principles of good governance in government management and development, including how to utilize development resources to support the implementation of tasks.

STATE CIVIL APPARATUS (ASN)

(Law of the Republic of Indonesia Number 5 of 2014, 2014) Article (1) of Law Number 5 of 2014 confirms that the State Civil Apparatus, hereinafter abbreviated as ASN, is a profession for civil servants and government employees with work agreements who are working for government agencies. Sedarmayanti (2016:389) argued that there are several formulas for the position of civil servants and one of them is that they are an element of the state apparatus whose duty is to provide services to the citizens professionally, honestly and equally in the administration of the tasks of the state, government and development.

III. RESEARCH METHOD

This study employs descriptive method with qualitative approach or phenomenological approach. This approach is used to find in-depth information and understand a phenomenon that takes place naturally about managerial competency development of the State Civil Apparatus at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province. The data in this study consisted of primary data and secondary data. The primary data was collected through direct observation to the location of the study by observing matters relating to the object of the study such as the implementation of managerial competency development, and then making records to obtain a clearer picture and to provide instructions in order to support the data, which is then analyzed. Furthermore, interviews in the pre-research and in-depth interviews in the research process were carried out to obtain information from competent informants related to the development of managerial competency through guided interview technique conducted by the interviewers by bringing a series of complete and detailed questions. The informants included 10 State Civil Apparatus, 1 of which was a key informant. The 10 informants were selected based on the criteria that the informants were state civil apparatus who had worked for a long time at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province, and had direct activities with the object to be studied so that they were considered able to provide information needed in relation to the study. The informants consist of Subdivision Head, Section Head, Secretary, Staff and Agency Head as the key informant. Agency Head was chosen as the key informant because the Agency Head holds the highest position and considered able to provide more accurate information related to the managerial competency development at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province. Meanwhile, the secondary data was collected from the State Civil Apparatus at the Civil Service and Human Resource Development Agency of Biak Numfor Regency Papua Province including data gathered from the Head of Data and Information Subsection, and the Head of General and Civil Service Subdivision. During the research process, the data analysis was carried out from the beginning using Milles & Huberman's interactive model of data analysis (1992: 17).

IV. RESULTS AND DISCUSSION

Human resource development refers to activities directed towards organizational and individual learning. Human resource development is manifested in activities aimed at changing organizational behavior. Chlivickas (2006:19) mentioned that *Human resources development is based on strategic decisions, which reflect orientation to the realization of typical for the public administration reform standards and regulations. HRD defined as fostering learning at the individual, group, and organizational levels and as including training, career development, and organization development*, Russ-Eft (2016:5). The purpose of human resource development is to improve the performance of human resources optimally, which in turn will help increase the work productivity needed.

Competency is a characteristic and work ability that includes several aspects, namely knowledge, skills and attitudes in accordance with the duties and functions of a position. One of the ASN competency qualifications is managerial competency, measured from the level of education, structural or management training, and leadership experience. *Competences are a popular technique for the evaluation of human resources in various organisations*, Judrups, Zandbergs, Arhipova, & Vaisnore (2015:185).

The results of this study indicate that for the time being the process of managerial competency development of the State Civil Apparatus (ASN) at the Civil Service and Human Resource Development Agency of Biak Numfor Regency of Papua Province has been running but still needs improvement.

To confirm this, the researchers conducted interviews with the Staff of Apparatus Development Section at the Civil Service and Human Resource Development Agency (Interview, 09 July 2018), the result of which is presented below:

Managerial competency development had been carried out from 2015 to 2017, we as apparatus are looking forward to this development. The development is adjusted to rank or position and now in 2018 the development is currently running for those who have the rank of 3B and above, those with 3A rank have not been able to participate in the development because they have not fulfilled the requirements. Competency must also be given to all apparatus in order for them to understand their main tasks and functions. Technical training so far has also been adjusted to the tasks of each apparatus, and these developments are expected to be increased again. Development of functional skills of the apparatus has been provided through workshops by explaining how to manage civil service. Then, related to competency development for technical positions, general technical education and training has been given to apparatus such as technical training with materials on Law Number 53 of 2010 concerning ASN, excellent service and development of structural and functional positions. However, substantive technical training for technical positions is currently still in the process of submitting the development program to the Provincial Civil Service Agency and National Civil Service Agency in Jakarta with the hope that they will provide us with specific materials related to employee procurement and career development. Usually for employees who have just been transferred or promoted, the development provided is

leadership training(PIM) IV, III and II, held at the National Institute of Public Administration (LAN) of Makassar and Bandung. When there are new facilities and infrastructure in the organization, it is the Provincial Civil Service Agency that usually provides training to apparatus related to the field for a year. Managerial competency greatly influences the smooth work of apparatus because it helps them understand their respective duties. The policy of the superior so far has been to encourage the apparatus to always attend education and training and to give permission to them to carry out learning tasks.

Moreover, the Head of Data and Information Subsection at the Civil Service and Human Resource Development Agency (Interview, 09 July 2018) stated:

The development of managerial competency that has been provided so far such as leveling education and training must be followed by apparatus who hold positions, I was appointed by using the old rules, in accordance with my rank at that time, when the rank has fulfilled the requirements then an apparatus can be appointed to a certain position, and for the new rules, the requirement is to have a bachelor's degree and related to certain positions the requirement is to take a competency test, in this case the test for echelon II and echelon III officials has been carried out, but for administrator and echelon IV supervisory officials the test has not been carried out, Competency development such as education and training has never been given to apparatus in the Data and Information Section, this is constrained by the regency government's disclaimer, so currently there are no activities such as training and assigning learning tasks, but some time ago civil service audit was carried out, which was an invitation from BKN. Meanwhile, the competency development of functional expertise has not run optimally, for example, our need is to take a comparative study because related to apparatus archive we still use manual system and we hope that in the future digital system can be used, but this must be supported by infrastructure, also training must be followed in order to facilitate the work but so far the implementation has not been optimal because it is constrained by budget problems, so far we have always been instructed to make proposals regarding this matter but in the final decision, the one approved do not meet the needs because it is constrained by the budget. Ongoing competency development is only for officials who hold high positions, there is no development for administrators and supervisors. For the time being there has been no development of competency for apparatus who have just been transferred, the development only considers rank-related criteria, so if their rank and educational background qualify, they will be included, but for now there has been no development. Likewise, when there are new facilities and infrastructure used in the organization, apparatus are not given development, the apparatus increase their ability through self-study, but facilities are lacking, for example, currently all data must be sent through applications but there are certain applications that we do not have. Actually, the development of managerial competency greatly influences the smooth work of apparatus and so far the superior has always advised them to always work as best they can while still carrying out their duties but sometimes there are tasks the results of which are not optimal because they are constrained by lack of development and inadequate facilities and infrastructure.

Similarly, Staff at the Civil Service and Human Resource Development Agency (Interview, 10 July 2018) stated:

Development of managerial competency such as education and training has been provided according to the duties of each apparatus. Especially, we at the civil service division are given training on how to input data through applications related to rank and apparatus data so in automatic advancement process (KPO), rank doesn't necessarily change and the training provides information about any administrative requirements that must be entered into the system. To data and information division, training on apparatus recruitment is always given and for now the development of apparatus recruitment through computer assisted test (CAT) has been provided even though facilities are not adequate. Apparatus recruitment so far still uses a manual system or answer sheet (LJK), only the process of checking answers that uses computer, but in the future, CAT must be implemented for efficiency. Our superior has provided opportunities for development but the budget is limited, although we are given permission to follow the development it can be postponed if the budget is insufficient, actually there are a lot of managerial competency developments, it is just that we have not optimized every opportunity.

Competence can be described as the ability to carry out roles and duties as employees in an organization. This ability is the ability to integrate knowledge, skills, attitudes and personal values and the ability to build knowledge and skills based on experience and learning. N. Kanungo & Misra (2016:10) stated that *Successful managerial performance depends on one's ability to attend to details (thoroughness or comprehensive understanding), inclination to persevere in one's efforts, to maintain time targets in the development of goals and plans, and to use feedback.*

The Head of Mutation Subdivision at the Civil Service and Human Resource Development Agency (Interview, 10 July 2018) argued:

Development of managerial competency such as education and training has been given to the apparatus in accordance with their respective duties, and the development of functional competency has been given to the apparatus such as seminars and workshops from the Provincial Civil Service Agency (BKD) and the National

Civil Service Agency (BKN) in Jakarta, they often visit to give seminars or training to the apparatus, for those who occupy a new position, usually there are requirements before they occupy that position such as having attended structural training, I after occupying a new position has not been given development, I used to attend education and training but it was a long time ago and for now I have never participated in any training program at all. When there are new facilities and infrastructure used in the organization, development is usually given because it greatly influences the smooth work of the apparatus and so far our superior has always paid attention to certain facilities to support the smooth work of the apparatus.

The Head of General and Civil Service Subdivision at the Civil Service and Human Resource Development Agency (Interview, 10 July 2018) stated:

The development of managerial competency has not been provided to all apparatus, only a few of them have followed the development such as those who have held a position as they have been given managerial technical development such as education and training but for the staff no development has been provided, competency development such as education and training has been given to the apparatus in accordance with their respective duties but functional expertise training has not been participated by all apparatus because it must be adjusted to the budget. For echelon IV officials, before holding a position, they should first take part in training and development in order for them to have knowledge about the position before they are promoted, but so far only those who will occupy certain positions are given development such as the apparatus who will occupy the highest position. When there are new facilities and infrastructure that will be used in the organization such as technology the apparatus are not given development that it greatly influences their performance and the superior policies so far has been related to technical matters such as how to provide special services.

The Head of Competency Development Subsection at the Civil Service and Human Resource Development Agency (Interview, 11 July 2018) stated:

Development of managerial competency that has been provided to the apparatus is functional expertise education and training, not all apparatus can take part in the training, only a few of them are included. The development of managerial competency is very important as it helps the apparatus understand their respective duties and functions well.

The Secretary at the Civil Service and Human Resource Development Agency (Interview, 11 July 2018) maintained:

The development of managerial competency has been given to the apparatus in order to participate in the organization such as education and training but some of them have not participated in training that is related to their respective duties. This is because sometimes some apparatus holding certain positions are lazy so we choose other apparatus to participate in the development. In addition, training has not been given to the apparatus in accordance with their responsibilities because sometimes the apparatus who are supposed to attend the training cannot attend the training for some reasons so that we appoint other apparatus to fill the quota provided at the training, even though the training is not in accordance with their responsibilities, in order to fill the quota, we have no choice but to ask them to participate, and that is what makes the qualification not what it should be. The functional expertise competency development has been given such as PARA WIDYAI SWARA education and training, then subdivision heads or structural officials are given development such as training. However, technical training for technical positions is temporarily not yet provided, functional, structural and technical training should be carried out simultaneously in the same year but sometimes limited budget does not make it possible. Meanwhile, the competency development for the apparatus just promoted from one position to a higher position or a new position due to mutation from another position equivalent to the previous position has in fact never been carried out, a cadre program should be given to find out the additional qualifications of the apparatus. Qualifications consist of formal qualifications and informal qualifications, formal qualifications are those obtained from a number of training programs, while informal qualifications are associated with experience. Furthermore, the current development of competency given to the apparatus to be able to use new facilities and infrastructure in the organization is Information Technology (IT) development with the hope that the knowledge gained from this development can be applied in the organization, but when that happens we must have a Standard Operating Procedure (SOP), but until now we do not have an SOP because as we know the regulation or institutional nomenclature is not yet final. The development of managerial competency greatly influences the apparatus in realizing ASN and entrepreneurial government such as customer strategies or how we provide valuable services and foster innovations for the apparatus in carrying out their main tasks and functions (TUPOKSI) in the organization so that they will realize the skill qualifications they have. The superior has made some a policy that provides space for the apparatus to create and innovate, but supporting resources such as budgets and facilities are still inadequate.

The Head of Apparatus Development Section at the Civil Service and Human Resource Development Agency (Interview, 09 July 2018) argued:

The development of managerial competency has been given to the apparatus such as functional expertise competence for example functional analysts are given development such as education and each year is

given a substantive technical training in accordance with their tasks and functions. Functional officials at the Civil Service and Human Resource Development Agency consist of analysts, civil service staff and *widyaiswara* as instructors in education and training. For structural officials, they are usually given technical guidance, which is carried out for a day to 2 days and given education and training that lasts at least 1 week but the implementation is still not optimal. Those who have just held a certain position are adjusted first to their rank, whether it meets the requirements or not, and evaluated based on what skills they have because it will support their main duties and functions in their new position, but the development before they occupy the new position has not been implemented optimally. Regarding policy from the superior, the apparatus are usually given the opportunity to develop themselves according to their respective TUPOKSI and motivated to continue their education, whether through study permits by not neglecting their duties, the study is self-funded or study permits funded by the government, and the apparatus are released from their tasks and tasks.

Mutation Section Staff at the Civil Service and Human Resource Development Agency (Interview, 13 July 2018) stated:

The development of managerial competency given to the apparatus is very limited, the education that has been given to the apparatus is adjusted to their respective duties, but the obstacle the apparatus face when they want to take the opportunity to continue their education to a higher level is that no one can replace them to carry out their tasks and functions in the organization, especially regarding technical tasks. A few months ago I had attended a training that was in accordance with my Main Tasks and Functions (TUPOKSI) in the organization, This year there have been several apparatus who have also participated in training such as functional expertise training but no one has participated in functional skills training, skills are still improved by self-taught or self-study, but thankfully colleagues at the Civil Service and Human Resource Development Agency (BKPSDM) are willing to share everything they know. Furthermore, general technical training is still rarely implemented, it should be implemented 2 times a year based on the regulation because in the first 6 months there must be development and in the last 6 months there has usually been a change of leadership and new leaders must have different policies. A problem also occurs when a particular level of superior appoints a leader or official, whether they are echelon II or III, who does not have work experience related to their new position and who does not learn from below so that when they occupy that position they do not know what to do, it is in this condition that development is necessary. Furthermore, when new facilities and infrastructure are used in the organization, the apparatus have been given development, for example, currently the system used is from manual to digital, where pension data must be entered using an application system, which must be done more carefully because input errors would affect the central system. The development of managerial competency greatly influences the smooth work of the apparatus because when they do not understand a particular system in the organization, service and service systems will be hampered and will affect the apparatus satisfaction. One of the leadership policies that strongly supports the smooth work of the apparatus is technical policy, providing facilities such as computers, although there are several other facilities needed to support the smooth tasks in the organization that have not been provided such as scanners and printers.

To obtain data validity, the researchers then performed data triangulation by conducting an interview with the Head of the Civil Service and Human Resource Development Agency (Interview, 18 July 2018) who stated:

Managerial competency development has been given to the echelon III apparatus in the form of PIM training (leadership), there are even apparatus who have attended education and training in accordance with the latest regulation, namely the Government Regulation Number 18 concerning small in structures but rich in functions. Competency development such as education and training is always given to the apparatus in accordance with their respective duties, for example, some time ago we sent some apparatus to take part in the civil service audit training, of course those we sent were tailored to the demands or needs and not any apparatus was included to participate in the activity, both technical training in accordance with their respective duties and functions or general training such as PIM training, namely the basics of an apparatus who has an echelon III position even though later they will still be given special training in accordance with their duties, for example, for BKPSDM, the training is adjusted, such as pre-service training, PIM and others. BKPSDM has WIDYAISWARA who are always included in training to train human resources so that their competency increase according to their responsibilities, and for developing competency in technical positions. General technical training has been given to apparatus in accordance with the Civil Service Law No. 11 of 2017 concerning civil service management that the higher the position of a person, the more prioritized his managerial competence and the lower the position of a person, the more prioritized his technical competence, and the development is based on his main tasks and duties. Meanwhile, the apparatus who have just been promoted from one position to a higher position or a new position equivalent to the previous position will be given DIKDUK (educated first and then given a certain position), the rule is like that, for instance, echelon IV must take part in PIM IV, echelon III must participate in PIM III, and the activity is currently running, but because of the demands, sometimes the apparatus included are those with the closest position, but there are those who occupy a

position first and then take part in training and there are also those who take part in training first, then hold a position, even though the general rule that applies requires training to be attended before holding a position, but in reality, sometimes it is not implemented as it should be, for example, when a person who occupies a certain position has been retired for a long time, or no one occupies that position for certain reasons, the most senior official is prioritized to occupy the position and training will be given after he occupies the position. But, there are also those who take PIM training first and then occupy a position, but everything is always adjusted to the conditions of each region. Currently, automatic advancement process (KPO) has been planned, which must use a digital system, the human resources are available but the device is not available due to limited resources (budget), so the policy of the superior actually wants a lot of things to do. The need for adequate facilities is sometimes not supported by the budget so that there is a gap that makes us unable to give the apparatus their right even though they have worked optimally and have good performance in the organization.

Managerial competency is a policy-related competency. Moreover, Zivcicova & Gullerova (2017:512) stated that *The need for managerial competences is displayed at a workplace by the need to demonstrate one's soft skills and hard skills. There are two basic approaches to defining managerial competencies, i.e. performance-based and personality-based ones. The performance-based approach established a link between a competency and performance.* Managerial competency development is a form of effort given to the State Civil Apparatus in a planned manner and with careful consideration to improve their productivity and ability to think rationally and their skills in working in the organization so as to achieve optimal results.

V. CONCLUSION

The managerial competency development of the State Civil Apparatus at the Civil Service and Human Resource Development Agency of Biak Numfor Regency, Papua Province is categorized as optimal, but there is still a need to improve it, especially the leadership training (PIM) that before occupying a certain position, an apparatus should first be given development, but in reality, there are still some apparatus who took part in development programs after occupying a new position. Furthermore, the substantive technical training program adjusted to the duties of each apparatus is currently still in the process of being submitted to the provincial civil service agency and the national civil service agency in Jakarta in order for them to provide specific materials related to employee procurement and career development. The development of managerial competency greatly influences the apparatus in realizing ASN and entrepreneurial government such as customer strategies or how to provide valuable services and foster innovations for the apparatus in carrying out their main tasks and functions (TUPOKSI) in the organization so that they will realize the skill qualifications they have.

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