



Implementation of Structural Competency Standards in Public Sector

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Abstract

In an effort to provide quality services to the community, the local government mostly needs the apparatus resources that have good competency and performance as well as professionals in the field of government administration. As a matter of fact, the civil servants in their structural positions have not met the stipulated position, so there are still positions, as well as placements that are not in accordance with their competencies. This then has implications for the performance and achievement of organizational goals that are less than optimal. For this reason, the aim of this research is to describe the implementation of structural/managerial competency standard in public sector, particularly in local government. This research applies the descriptive qualitative method. The results indicate that the incompatibility of civil servant competencies with the position carried out because the occupational competency standard has not been made as minimum managerial competency requirements that must be owned by a civil servant in carrying out the job duties. Managerial competency is soft competency which includes aspects of knowledge, skills and attitudes according to the duties and/or functions of the position. The procedures for preparing managerial competency standards include the stages, namely data collection, identification of managerial competencies, compilation of temporary lists and validation of managerial competencies.

Keywords: Job Requirement; KSA; Local Human Resource Apparatus; Managerial Competency Standard.

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1. Introduction

The direction of Indonesia's development stipulated in the 2015-2019 National Middle Term Development Plan is to accelerate the realization of people's welfare by increasing services, empowerment, and community participation in development by taking into account the principles of democracy, equity, justice and regional uniqueness in a system of the Unitary State of the Republic of Indonesia. To be able to achieve the above objectives, it is necessary to have the resources of the regional apparatus that has good competence and performance as well as professionals in the field of government administration. However, in the field, conditions are still found where employees in a position have not met the stipulated position, so there are still positions, as well as placements that are not in accordance with their competencies. This then has implications for the performance and achievement of organizational goals that are less than optimal. Data on the governance profile based on the 2017-2018 Global Competitiveness Index (GCI) indicated that Indonesia was ranked 36th with a score of 4.68, below Singapore, Korea, Malaysia, and Thailand. Based on Easy of Doing Business (EoDB) 2017-2018, Indonesia was ranked 73, with a score of 67.96. Based on the Corruption Perceptions Index in 2017, Indonesia was ranked 96th with a score of 37. Based on the 2016 Government Effectiveness Index, Indonesia was ranked 98th with a score of 53.37 [14]. The above data indicated the need for improving the competency of human resource/HR apparatus to achieve national goals. At the local level, it is necessary to manage local human resources in a systematic, planned and patterned manner so that it is expected to be always oriented towards optimally improving performance and achieving organizational goals. To support the achievement of national goals. Law No. 23/2014 concerning the Local Government regulates that the implementation of local government is directed to accelerate the realization of community welfare through improving services, empowerment, and community participation, as well as enhancing local competitiveness by taking into account the principles of democracy, equality, justice, and the uniqueness of an area in the Unitary State of the Republic of Indonesia. Therefore it becomes necessary to apply structural occupational competency standards to ensure compatibility between competencies and positions held by employees in the local government environment [13]. Sulistya explained that professionalism concerns fitness (bureaucratic competence) and the task requirements. Fulfillment of a match between ability and the need for duties in the field of government is a condition for the formation of professional apparatus. The expertise and ability of the apparatus reflects the direction and goals to be achieved by an organization. In this context, to be a professional in providing services, the state apparatus must have the ability and knowledge of their respective fields of duty. So, the professionalism of HR apparatus is related to public services [11]. The compilation of structural/position competency standards is carried out to formulate competency models and structural positions of structural and non-structural positions (general functional) with a standard format and by stating the required competency level (RCL) for each position (competency qualification). Competency qualifications for each position (formal qualifications/requirements) can be formulated based on the results of the job analysis. Data used in the preparation of competency standards includes secondary data (in this case job descriptions) and primary data (results of job analysis), including references in the form of competency dictionaries. As such, job qualifications are no longer based solely on formal requirements, but more important are competency requirements that are formulated in competency standards. To get competency profile data, which involves the extent to which each employee's competency meets the competency standard for the position in question is carried out based on individual competency

assessment. Assessment can be done internally (by the local government) or outsourcing. The method is carried out on all civil servants of local government to determine their competencies, both soft competency and hard competency/skill. Therefore, the aim of this research is to describe the implementation of structural/managerial competency standard in public sector, particularly in local government.

2. Theoretical Framework

Human resource management focuses on managing the role of human resource in the activities of organization and assumes human resource (in this case civil servant) as main asset of the organization. Human resource management plays a key role to plan, organize, control and develop human resource in organization. In the context, human resource management is the recognition of the importance of an organization's workforce as vital human resources contributing to the goals of the organization, and the utilization of several functions and activities to ensure that they are used effectively and fairly for the benefit of the individual, the organization, and society [1]. The civil servant arrangement in public sector, meaning bureaucratic organization, focuses on at least three main aspects, namely quantity, quality and distribution of civil servants needed by the organization. In the context of the quantity, the organization identifies and determines how many civil servants are needed. The quality of civil servants refers to assess and determine the competency of civil servants need by the organization. The competency for civil servants refers to the job competency [8]. The mismatch between competency of civil servant and job in local government happens because the principles of human resource arrangement are not fully conducted yet, and standards of job competency are not used yet as the requirements of minimum managerial competency for civil servant in conducting tasks of job. The planned, systematic, sustainable, and objective arrangement of human resource in public sector can be consistently implemented to guarantee the objectivity and quality of civil servant appointment in job and to facilitate the local government in rightly placing and evaluating civil servant on the certain job [9]. The right civil servant arrangement therefore focuses on proportionally finding the right civil servant in both quantity, quality, composition, and distribution in order to achieve vision and mission of organization. There are three kinds of job competency as regulated by Law No. 5/2014 concerning State Civil Apparatus, Article 69(3), namely technical, managerial and socio-cultural competencies [12]. Whether or not an organization achieves its vision and mission in a sustainable manner is highly dependent on the quality of its human resources (HR). Some HR management experts are of the opinion that quality HR is an HR that has at least four characteristics, namely: (1) having adequate competency (knowledge, skills, abilities and experience); (2) commitment to the organization; (3) always acting cost-effectiveness in every activity, and (4) congruence of goals, which is acting in harmony between personal goals and organizational goals [4]. According to Watson Wyatt, competency is a combination of skill, knowledge, and attitude that can be observed and critically applied for the success of an organization and work performance and employee personal contributions to the organization. Based on this definition, Watson Wyatt uses the terms knowledge, skill and attitude for the concept of competency [10]. In the world of human resources, the acronym KSA stands for Knowledge, Skill, and Attitude. KSA is a competency model/framework used to recruit and retain qualified individuals for successful job performance [Figure 1].

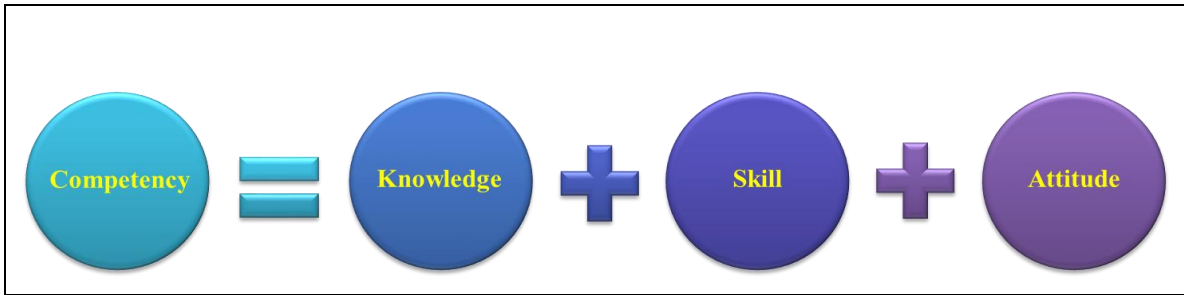


Figure 1: Framework of Competency as KSA

From the perspective as shown in Figure 1, KSA is most often used to define the requirements of a job opening and compare candidates when making a final selection. If a civil servant occupies a structural job, a recruiter may be looking at his/her KSA profile [3]. KSA features include: (a) Knowledge: Information applied to performance and function history. (b) Skill: Measured competency of a learned psychomotor activity. (c) Attitude: Competency related to behavior or behavior resulting in an observed product [2]. In other words, competency can be defined as the demonstrable behavior that leads to success. Competency includes: (1) Knowledge, namely understanding of information (critical thinking, decision making). (2) Skill, namely ability to perform a task (technical skill, psychomotor skill). (3) Attitude, namely internal driver of behavior (interpersonal skill, emotional/intelligence skill). Prayitno says that the components of professional competency are divided into four groups, namely: (1) Specialist abilities, which overwhelm skills and knowledge, use tools and equipment perfectly, and organize and handle problems. (2) Methodical ability, which includes the ability to collect and analyze information, evaluate, work goals orientation, and work systematically. (3) Social abilities, which include the ability to communicate, work in groups, and work together. (4) Individual abilities, which include the ability to be initiative, trusted, motivated, and creative [7]. The management of state civil apparatus in Indonesia regulates that: (a) Competency is the characteristics and ability of work that includes aspects of knowledge, skills, and attitudes in accordance with the duties and/or functions of the position. (b) Managerial competency is related to knowledge, skills, and attitudes/behaviors that can be observed, measured, and developed to lead and/or to manage the unit of organization. (c) Managerial competency standards are the minimum managerial competency requirements that must be possessed by a civil servant in carrying out the duties of the position [5, 6].

3. Method of Research

The research took place at the Local Government of Sukabumi City, West Java, Indonesia, during five months (from April to August, 2019). This is a descriptive qualitative research that uses both primary and secondary data. The primary data are collected by field study that uses interview and focus group discussion with some experts and civil servants of the local government organization, namely the Local Development Planning Board (BAPPEDA) of Sukabumi City. Meanwhile the secondary data are collected by desk study that uses literatures, documentations, and regulations. This research qualitatively describes primary and secondary data to interpret and draw conclusion concerning the implementation of structural/managerial competency standard in public sector, particularly in local government.

4. Result and Discussion

The compilation of structural/position competency standards is carried out to formulate competency models and structural positions of structural and non-structural positions (general functional) with a standard format and by stating the required competency level (RCL) for each position (competency qualification). Competency qualifications for each position (formal qualifications/requirements) can be formulated based on the results of the job analysis. Data used in the preparation of competency standards includes secondary data (in this case job descriptions) and primary data (results of job analysis), including references in the form of competency dictionaries. As such, job qualifications are no longer based solely on formal requirements, but more important are competency requirements that are formulated in competency standards. The initial stage for preparing the managerial competency standards is to identify the initial position. The purpose of initial identification is to provide initial information about the number and type of positions that exist in the organization. The locus of activities for preparing the competency standards for position in the Local Government of Sukabumi City, particularly in the Local Development Planning Board (BAPPEDA). The initial identification of the position in question is a description of the number and type of positions that exist within the scope of the Local Development Planning Board (BAPPEDA) which has structural officials. The initial identification results indicate that the Local Development Planning Board (BAPPEDA) has at least 20 structural positions. Based on the identification of structural positions in the Local Government of Sukabumi City, each position is compiled for each position. Job descriptions include at least 12 elements, namely: (1) Position Name. (2) Job Summary. (3) Job Description. (4) Work Results. (5) Position Responsibilities. (6) Authority. (7) Work Materials. (8) Work Equipment. (9) Job Correlation/Employment Relations. (10) Situation/Conditions of Work Place/Work Environment. (11) Risk of Danger. (12) Position Requirements. Law No. 5/2014 concerning State Civil Apparatus, Article 69(3), regulates the career development of civil servants based on competency. The competency of civil servants includes three kinds which must be controlled by the civil servants in all types of positions (high leadership positions, Indonesian: *Jabatan Pimpinan Tinggi/JPT*; administrative positions, Indonesian: *Jabatan Administrasi/JA*; and functional positions, Indonesian: *Jabatan Fungsional/JF*), namely: (a) Technical competency measured by level and specialization of education, functional technical training, and technical work experience. (b) Managerial competency measured by level of education, structural or management training, and leadership experience. (c) Socio-cultural competency measured by work experience related to plural society in terms of religion, ethnicity, and culture so as to have a national outlook. Procedures for preparing managerial competency standards include: *Firstly*, collecting data, collecting data consisting of organizational structure and work procedures, organizational vision and mission, as well as job information. *Secondly*, identification of managerial competencies, carried out to determine competencies and their levels based on the following steps: (1) determine the name of the position of competency, (2) pour out an overview of the position, (3) analyze each job description into at least 2 main activities, (4) keywords obtained from the job description are used to determine the type of competency; and (5) main activities to determine the first level of competency level. *Thirdly*, competencies obtained from the results of identification of managerial competencies, then poured into the Temporary List of Managerial Competencies (DSKM) which contains competencies, competency levels, and main activities. The structural/position competency standards used in Sukabumi City are set out in Sukabumi Mayor Regulation No. 21/2010 concerning Structural Position Competency Standards. This Mayor Regulation

(PERWALI) refers to the Decree of the Head of Civil Service Agency No. 46A/2003 concerning Guidelines for the Preparation of Structural Position Competency Standards for Civil Servants. This Guidelines regulate the principle of appointing civil servants in office and occupational competency standards within the Sukabumi City government environment. This Guidelines explain that the position competency standards consist of basic competencies, field competencies, and special competencies in accordance with the field of work and duties for which the civil servant is responsible. This position competency standard is used as a basis in the process of planning, selection, transfer, promotion and placement of civil servants in structural positions within the Local Government of Sukabumi City, including the Local Development Planning Board (BAPPEDA), in addition to work performance, and other objective conditions in accordance with applicable regulations. The current occupational competency standards used in the City of Sukabumi were compiled in 2010 so that the competency standards have not yet referred to the Regulation of the Head of State Civil Service Agency No. 7/2013 concerning Guidelines for the Preparation of Civil Servant Managerial Competency Standards. There are of course several different things, such as in categorizing competencies. The Regulation explains the competency category divided into: (1) Absolute, meaning that the competency must exist because the absence of this competency will cause the implementation of tasks to be ineffective, because the absence of this competency cannot be replaced by other competencies. (2) Important, it means that the absence of this competency does not cause the implementation of the task to be ineffective, because it can be replaced/ represented by other competencies. (3) Necessary, meaning that this competency is good, but it is not really necessary in the position concerned without this competency not affecting the implementation of the task. The results of this research provide an overview of the structural competency of the Local Development Planning Board (BAPPEDA) of Sukabumi City officials from an educational background. There are some positions that do not fit between the office summary and educational background. Among them, the structural top is led by the Head of the Local Development Planning Board (BAPPEDA) who has an educational background in civil engineering. The echeloning level of the Head of the Local Development Planning Board (BAPPEDA) is echelon IIB with a summary of positions, namely compiling a work program and formulating technical policies in the area of regional development planning based on authority, compiling data and reporting and carrying out an assessment of its implementation. The second position name is the Secretary of the Local Development Planning Board (BAPPEDA) with educational background in bachelor degree of mining engineering and master degree of public health with echeloning IIIA level, as well as position overview: compile work programs and carry out secretarial activities which include general administration, equipment, staffing, finance, household, infrastructure facilities, public relations, official travel, archives and preparation of Local Income and Expenditure Budget (APBD) activities. There is a discrepancy between position overview and educational background. The next position and educational background that are not yet suitable are the position of the Head of Government, Evaluation and Reporting with the educational background in bachelor degree of public welfare. Then the position of the Head of Social Culture has an educational background in bachelor degree of public health. The job description carried out is to compile programs and to formulate technical policies in the field of social culture and carry out the preparation of local development plans in the field of social culture. Furthermore, the position of the Head of Subdivision of Education, Culture, Youth, and Sports has an educational background in bachelor degree of library. The position of the Head of Subdivision of Health and Social Welfare is not yet in accordance with educational background in bachelor degree of statistics. Therefore,

it is necessary to review the placement of civil servants in positions by looking at competencies from an educational background or coupled with official education and technical training education in accordance with the position.

5. Conclusion

Based on the results of the analysis, this research qualitatively describes the incompatibility of civil servant competency with the position carried out. The incompatibility arises because the occupational competency standards have not been used as a minimum managerial competency requirements that must be owned by the civil servant in carrying out his/her job duties. The local human resource apparatus is expected to be able to guarantee the objectivity and quality of the appointment of civil servants in positions in the local government, as well as to facilitate decision makers in placing and assessing officials/civil servants who are appropriate in certain positions in the organizational structure of the local government.

6. Recommendation

Based on the conclusion, it would be to our benefit to carry out researches in more organizations with the larger samples in order to further and deeper explore the impact of structuring human resources of local officials. The next research will take more local agencies of local government by determining the larger samples in order to further and deeper explore the impact of human resource in public sector. It will combine the technical competency standards and recommend the job qualification for the local government. Moreover, the next research will focus on deeply studying the implementation of local policy regarding the structural/position competency standards to improve the carrier development of civil servants.

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