

**ANALYSIS OF COMPETENCY DEVELOPMENT OF STATE CIVIL
APPARATUS OF MEDAN CITY GOVERNMENT****Zain Noval*¹, Subhilhar², Heri Kusmanto³, Hatta Ridho⁴**^{1,2,3,4}Doctoral Program in Development Studies, Universitas Sumatera Utara, Dr. T. Mansur
No.9, Padang Bulan, Medan***Email:** zainnoval@usu.ac.id**ABSTRACT**

This study aims to identify competency needs specific to Medan City, evaluate the effectiveness of existing development programs, identify barriers to ASN competency development, and develop recommendations for improvement. The study uses a descriptive qualitative research design to collect primary data through semi-structured interviews with key informants and focus group discussions (FGDs). Secondary data is gathered from a review of relevant documents, including government regulations, policy documents, training program reports, and previous research studies. The results highlight the necessity for the Medan City Government to improve ASN competencies, particularly in technical knowledge, managerial skills, and socio-cultural abilities. The study finds that while existing programs provide a foundational framework, implementation gaps exist due to inadequate resources and training facilities. Recommendations include adopting a dynamic and adaptive approach to competency development, implementing a scoring system for training to facilitate appropriate placement, and applying the token economy theory with rewards and punishments to motivate behavior change. By addressing these issues, the Medan City Government can better prepare its ASNs to meet the evolving needs of urban governance and public service delivery.

Keyword: Apparatus, City, Competency, Development, Government.**INTRODUCTION**

Along with the development of governance in Indonesia, the concept and practice of ASN management has undergone a significant transformation (Suryanto et al., 2023). In the beginning, ASN management tended to be bureaucratic and less focused on developing individual competence and performance. However, along with bureaucratic reform and government decentralization, the ASN management approach has begun to shift towards improving the quality of public services and community empowerment. This is reflected in various ASN development policies and programs that are more oriented towards results and community needs. Changes and developments in regulations related to ASN at the regional level are reflected in various regional regulations (Perda) and policies issued by the regional government. These regulations cover various aspects, ranging from the recruitment process, placement, promotion, to ASN career development (Gp et al., 2024). Along with the demand to improve bureaucratic professionalism and efficiency, many local governments have adopted various innovations in ASN management, such as merit systems, results-based performance evaluation, and continuous training and development programs. In developing

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

ASN competencies in the city government, several challenges need to be identified, both internal and external. Internally, the lack of skilled human resources is one of the main problems, especially regarding the budget for training and development and the lack of motivation to improve competence. On the other hand, external factors such as changes in national policies that affect competency development programs, public demands for better services, and changes in economic and social dynamics also put additional pressure. In addition, changes in the work environment, such as technological developments, demographic changes, and political dynamics, complicate the increasingly complex demands of the ASN role. They are not only expected to carry out routine tasks but also to be innovative, responsive to change, and able to collaborate across sectors. In facing these increasingly complex challenges, ASN requires increased competence in both technical knowledge and managerial and leadership skills. Therefore, continuous efforts in competency development, including training, further education, and coaching, are needed to meet the demands of increasingly diverse roles (Sibarani, 2023).

In the specific context of the Medan City Government, it is essential to understand the organizational structure and its characteristics as a foundation for ASN competency development. The organizational structure of Medan City Government includes various work units divided into various agencies and institutions, ranging from agencies related to development, health, and education to agencies that take care of administration and public services. The characteristics of Medan City as one of the metropolitan cities in Indonesia with high socio-economic dynamics also need to be considered. Local factors such as geographical conditions, demographics, community needs, and local economic potential influence the needs and strategies for ASN competency development in Medan city. An in-depth understanding of the city's organizational structure and characteristics is key to ASN competency development in Medan City. For example, in the dynamics of rapid urbanization and economic growth, ASNs need skills relevant to urban development needs, such as project management, urban planning, and disaster risk management. In addition, local factors such as cultural and social diversity may also affect the interaction between ASN and the community, so cross-cultural communication and conflict-handling skills may also be necessary in competency development. By understanding the specific context of the Medan City Government, ASN competency development programs can be designed more appropriately and relevantly to meet community needs and support sustainable development (Tarigan et al., 2017). Previous studies have tried to analyze ASN competency development. Law No. 5/2014 on State Civil Apparatus describes the importance of professional development and the need for civil servants to have the skills and knowledge necessary to carry out their duties effectively (Khairani et al., 2023; Saputra, 2023). The importance of implementing the rights of government employees with work agreements (PPPK) as stipulated in the law, including competency development, is organized annually by government agencies (Asyraf et al., 2022; Malwa, 2019). Employee competencies can be shared with a more balanced allocation of human resources (HR) in terms of quantity, quality, and distribution according to regional criteria (Jiang et al., 2012; Purnamasari & Salbiah, 2015). Lack of resources and limited professional development opportunities can hinder competency development among civil servants, as they may not have access to the training and resources needed to improve their skills and knowledge (Effendi, 2023; Salina

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

& Heriyanto, 2021) . Competency development of government employees also utilizes information technology to improve efficiency and effectiveness in the planning, implementation, and evaluation processes (Setiawan, 2023; Yusuf et al., 2023). Competency development can also be carried out by implementing competency development education and classical training (Pratiwi & Kusriyah, 2023). Based on the previous explanation, this research was conducted to identify problems and highlight potential gaps between competency needs and the availability of resources for development. The main objectives of this study were to identify competency needs that are appropriate to the context of Medan City, evaluate the effectiveness of existing development programs, identify barriers that hinder ASN competency development, and develop recommendations for improvement. The benefits of this research include providing a better understanding of ASN competency needs, providing an in-depth evaluation of existing development programs, providing guidance for formulating more effective ASN competency development policies and strategies and improving ASN performance and the quality of public services in Medan City.

METHOD

This study employs a descriptive qualitative research design to analyze the competency development of the State Civil Apparatus (ASN) in the Medan City Government. Primary data collection involves a combination of interviews, focus group discussions (FGDs), and direct observations. Interviews are conducted with key informants, including government officials, HR managers, training program coordinators, and ASNs from different departments (Creswell & Poth, 2016). These semi-structured interviews allow for flexibility in probing deeper into specific issues while ensuring all relevant topics are covered. The interview questions focus on the participants' experiences with competency development programs, perceived challenges, and suggestions for improvement. FGDs are held with groups of ASNs, including both junior and senior staff, to discuss their experiences and perceptions of competency development initiatives. These interactive discussions provide insights into common challenges, shared experiences, and collective suggestions for enhancing competency development. Direct observations are made during training sessions, workshops, and daily work activities to understand the practical implementation and impact of competency development programs. Detailed field notes are taken, focusing on participant engagement, the effectiveness of training methods, and any observable changes in competency and performance. Secondary data is obtained from a review of relevant documents, including government regulations, policy documents, training program reports, and previous research studies. Key documents reviewed include Law No. 5/2014 on State Civil Apparatus, Medan Mayor Regulation No. 49 of 2021, training manuals, performance evaluation reports, and strategic plans related to ASN development. Additionally, a comprehensive review of academic articles, books, and conference papers is conducted to identify best practices, theoretical frameworks, and gaps in existing research that can inform the analysis and recommendations. The collected data is analyzed using thematic analysis to identify key themes and patterns related to ASN competency development. This process involves transcribing interviews and FGDs verbatim, coding transcripts and observation notes to categorize data into themes, and developing themes based on recurring patterns and significant insights. These themes are then analyzed in the context of the research objectives.

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

The research is conducted with transparency and respect for the participants' perspectives and experiences. To enhance the reliability and validity of the findings, triangulation is employed by using multiple data sources and methods. Member checking is conducted by sharing preliminary findings with participants for feedback and verification, and peer debriefing is used to review the analysis process and interpretations (Kihara, 2016).

RESULTS AND DISCUSSION

Human resources (HR) are vital elements that determine the quality of individuals, groups, and organizations. The success of an area is highly dependent on the human ability to manage it. Therefore, effective and efficient HR management is essential. HR management includes planning, job analysis, training and development, performance measurement, maintenance, appraisal, and empowerment. Civil Servants (PNS) or State Civil Apparatus (ASN) undergo education and training to develop competencies in Indonesia. Training can be done through off-the-job training (outside the workplace) and on-the-job training (in the workplace). ASN must have the competencies to provide professional and quality public services. This competency includes opportunities for work practice in other agencies or exchanges with private employees for a maximum of one year (Rismayadi, 2024). ASN consists of civil servants and government employees with work agreements tasked with implementing public policies, providing public services, and maintaining national unity. They must carry out their duties with professionalism and competence in their fields. ASN competency development is done through various channels, including formal education, classical and non-classical training, and self-study activities. Government regulations emphasize the importance of ASN competency development in order to realize a clean and efficient government system. This development aims to improve the quality and productivity of ASN, which in turn will improve services to the community. ASN must have technical, managerial, and socio-cultural abilities to perform their duties well. The Medan City Government needs to improve ASN competencies, such as limited training, lack of educators, inadequate facilities, and budget constraints. In addition, the COVID-19 pandemic has also affected ASN performance. The survey results show that the professionalism index of ASNs in Medan is still low, especially in the competency dimension. The Medan City Government must focus on developing competent and professional human resources to achieve its vision and mission. This includes improving ASN's ability to manage technological change and the fast-changing strategic environment. Bureaucratic reform and ASN competency development are vital for good governance and quality public services.

Competence of the State Civil Apparatus

This research discusses the competencies and career development of the State Civil Apparatus (ASN) based on various regulations in Indonesia, including Law Number 5 the Year 2011, Minister of PANRB Regulation Number 38 the Year 2017, and several other regulations. ASN competencies consist of three main types, namely technical, managerial, and socio-cultural competencies. Technical competence is measured by the level of education, technical training, and technical work experience, including knowledge, skills, and work attitudes required to carry out the position's duties. Managerial competence is

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

measured by education, structural or management training, and leadership experience, including knowledge, skills, and attitudes appropriate to the duties and functions of the position. Socio-cultural competence is measured by work experience related to a pluralistic society in terms of religion, ethnicity, culture, and national insight. ASN career development is carried out based on Law Number 5 of 2014 by considering qualifications, competencies, performance appraisals, and the needs of government agencies, as well as integrity and morality. The implementation of competency development includes formal education and training, both classical (face-to-face) and non-classical (e-learning, internships, and others). The types of training provided include technical, functional, and socio-cultural training, which accredited training institutions organize. To increase the effectiveness of career development, a scoring system is needed for the training that ASN participates in to make it easier to determine the suitability of positions. This competency data will assist in placing ASNs based on their competencies and scoring. Medan Mayor Regulation Number 49 of 2021 on ASN competency development is appropriate because it provides a legal umbrella for ASN competency development in Medan City Government. The view from the Public Administration and Development Studies angle states that this regulation is by the Old Public Administration (OPA), New Public Management (NPM), New Public Service (NPS), and Governance paradigms and is effective for developing ASN potential in the Medan City Government. This research emphasizes the importance of systematic and measurable competency development for ASN to improve the performance and effectiveness of public services. Public Administration experts' views on Medan Mayor Regulation Number 49 of 2021 on Competency Development of State Civil Apparatus in Medan City Government with the New Public Management (NPM) Approach.

Strategy for Improving ASN Competence through Strengthening Authority and Dynamic Approaches in the Regional Government Environment

The authority of the Regional Government to improve ASN performance in public services is divided between two regional apparatus, namely the Regency / City Regional Secretariat and the Regency / City Regional Agency. This is confirmed in Article 29 paragraph (4) letter d of Government Regulation No. 18/2016 on Regional Apparatus, which stipulates that the Regency/City Regional Secretariat is responsible for administrative services and ASN development. Article 46 paragraph (5) letter c of Government Regulation Number 18 of 2016 also states that the Regency / City Regional Agency has the authority in staffing and ASN education and training. In addition, in ASN management, the role of the Regional Personnel Agency (BKD) is vital as stipulated in Article 1 point 1 of Presidential Decree No. 159 of 2000 concerning Guidelines for the Establishment of Regional Personnel Agencies. BKD is tasked with implementing ASN management in the regions and is responsible to the Regional Head through the Regional Secretary, according to Article 2 of KEPRES Number 159 of 2000. From the perspective of public administration, ASN competency development is very relevant to the concepts of Old Public Administration (OPA), New Public Management (NPM), New Public Service (NPS), and Governance. OPA emphasizes compliance with rules and SOPs to create efficiency and effectiveness, while NPM emphasizes results orientation and adopting market mechanisms in public sector management. NPS critiques the NPM approach by emphasizing service to citizens as the

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

primary focus. GoveGovernancemotes promotes collaboration between government, civil society, and the private sector in public affairs. Medan Mayor Regulation Number 49 of 2021 on ASN Competency Development reflects the OPA paradigm, which emphasizes the importance of rules and SOPs in ASN competency development. However, this must be more flexible to encourage innovation and adaptation in the era of Industrial Revolution 4.0 and towards 5.0. Therefore, a more dynamic approach, such as agile governance, is needed, which governs principles such as quick wins, systematic and adaptive approaches, simple design, and continuous improvement. Many other regions in Indonesia have issued similar regulations since the issuance of PP No. 11/2017 on Civil Servant Management, indicating that Medan City needs to respond to the need for ASN competency development. Nevertheless, this regulation is still essential to provide guidance and a legal basis for implementing ASN competency development. The ASN competency development strategy must include a proportional and rational staffing system and management that can anticipate changes in the strategic environment. Preparing position competency standards, competency standards-based performance appraisals, and career development aligned with organizational needs are essential steps in improving ASN professionalism. Organizations must continue to empower their employees through consistent and continuous HR development programs to ensure that ASN has the skills and knowledge needed to provide optimal public services.

Token Economy Theory in Changing ASN Behavior in Medan City Government

State Civil Apparatus (ASN) within the Medan City Government are encouraged to adopt token economy theory as a behavior change tool. This theory, which involves reward and punishment in the form of credit points, has proven effective in changing the behavior of ASNs within the Medan City Government. This approach aims to improve competence and provide excellent service to the community. Supports this view, which states that reward and punishment can be a tool to shape ASN behavior within the Medan City Government. These studies show that reward and punishment can shape behavior without expecting rewards or threats of punishment. As defined by Wilbert Moore, social change is an all-encompassing concept that includes various expressions of structures such as norms, values, and cultural phenomena. By changing ASN's social structure and work environment patterns in all agencies, the government can create an environment that encourages good deeds and punishment. By applying the token economy theory, changes in behavior that begin with rewards and punishments can be maintained longer, leading to better service to the people of Medan City. The token economy theory has consistently and sustainably applied to ASN competency development within the Medan City Government. Changes in social structure involve changes in personnel, changes in relationships between parts of the structure, changes in the function of the structure, changes in the relationship between different structures, and the emergence of new structures. These changes can strengthen the behavior of the State Civil Apparatus (ASN) in the workplace. Medan City Government Regulation number 49 of 2021 on competency development highlights the importance of structural changes and the emergence of new structures. These changes can be reinforced by rewards and punishments, which influence ASN behavior in the workplace.

CONCLUSION

Research on competency development of the State Civil Apparatus (ASN) in Medan City Government shows a shift from a bureaucratic approach towards improving individual competencies and performance. Bureaucratic reform and decentralization of government encourage the adoption of merit systems, results-based performance evaluation, and continuous training programs. The main challenges in ASN competency development include a limited training budget, a lack of motivation, and a need for more skilled personnel. In addition, changes in national policies, demands for better public services, and socio-economic dynamics also influence these efforts. As a metropolitan with high socio-economic dynamics, Medan City requires ASNs skilled in project management, urban planning, and disaster risk management. Medan Mayor Regulation No. 49 of 2021 provides the legal basis for ASN competency development, although a dynamic and adaptive approach is still required. The development strategy should involve a scoring system for ASN training, facilitating placement according to competencies. Implementing the token economy theory with reward and punishment is effective for ASN behavior change, as it supports increased competence and public services. The New Public Management (NPM) approach and Governance paradigm emphasize efficiency, cross-sector collaboration, and adaptation, while the New Public Service (NPS) emphasizes citizen services. The Medan City Government needs to develop competent and professional human resources through continuous training, collaboration with the private sector and the community, and implementing agile governance to encourage innovation and adaptation.

REFERENCES

- Asyraf, M. A., Dameria, E., & Basri, H. (2022). Analysis Of The Fulfillment Of Government Employee Needs With A Work Agreement (PPPK) According To Pp No.49 Of 2018 Concerning Management Of Government Employees Work Agreements (Research Study Of The Regional Personnel Agency Office Of Langkat Regency). *Proceedings of Malikussaleh International Conference on Law, Legal Studies and Social Science (MICoLLS)*, 2, 23. <https://doi.org/10.29103/micolls.v2i.95>
- Creswell, J. W., & Poth, C. N. (2016). *Qualitative Inquiry and Research Design* (4th ed.). SAGE Publications.
- Effendi, L. M. (2023). Analysis on Civil Servants' Competence Development Program to Enhance The Performance of The Department of Tourism, Culture, Youth and Sports in Sumedang Regency. *Jurnal MSDA*, 11(1), 53–69. <https://doi.org/10.33701/jmsda.v11i1.3247>
- Gp, J., Rahman, D. A., & Wahyono, E. (2024). Recruitment Pattern for Regency Non-Permanent Employees at the Gayo Lues Regency People's Representative Council Secretariat. *Riwayat: Educational Journal of History and Humanities*, 7(2), 510–524. <https://doi.org/10.24815/jr.v7i2.38032>
- Jiang, K., Lepak, D. P., Han, K., Hong, Y., Kim, A., & Winkler, A.-L. (2012). Clarifying the construct of human resource systems: Relating human resource management to employee performance. *Human Resource Management Review*, 22(2), 73–85. <https://doi.org/10.1016/j.hrmr.2011.11.005>

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

- Khairani, K., Arnetti, S., & Hasan, F. (2023). The Implementation of Competency Development of State Civil Apparatus in The Framework of Fulfilling The Rights of Civil Servants In West Sumatra Province. *Jurnal Ius: Kajian Hukum Dan Keadilan*, 11(1), 176–195. <https://doi.org/10.29303/ius.v11i1.1210>
- Kihara, P. (2016). Relationship between Leadership Styles in Strategy Implementation and Performance of Small and Medium Manufacturing Firms in Thika Sub-County, Kenya. *International Journal of Humanities and Social Science*, 6(6), 216–227. <https://pdfs.semanticscholar.org/0be3/3a68e25eade3b8268aa7d1fcffa2ccf20460.pdf>
- Malwa, R. U. (2019). Evaluasi Pelaksanaan Undang-Undang Nomor 5 Tahun 2014 tentang Aparatur Sipil Negara (ASN) (Studi Kasus : Pasal 22 tentang Hak PPPK) di Kantor Satuan Polisi Pamong Praja. *Jurnal Pemerintahan Dan Politik*, 4(2). <https://doi.org/10.36982/jpg.v4i2.686>
- Pratiwi, D. Y., & Kusriyah, S. (2023). Policy Analysis of Employee Competency Development Systems Through Corporate Universities within the Ministry of Law and Human Rights. *Ratio Legis Journal*, 2(4), 1600–1611. <https://doi.org/http://dx.doi.org/10.30659/rjlj.2.4.%25p>
- Purnamasari, I., & Salbiah, E. (2015). Model Peningkatan Kinerja Sumber Daya Aparatur Di Lingkungan Pemerintah Daerah Kota Bogor. *Jurnal Sosial Humaniora*, 6(2), 61–68. <https://doi.org/10.30997/jsh.v6i2.501>
- Rismayadi, B. (2024). Analysis of Human Resource Management in Government Bureaucracy in Indonesia. *Journal Arbitrase : Economy, Management and Accounting*, 2(2), 70–77. <http://paspama.org/index.php/Arbitrase/article/view/114>
- Salina, I. H., & Heriyanto, M. (2021). Penerapan Kebijakan Izin Belajar Dan Tugas Belajar Bagi Aparatur Sipil Negara (ASN) Di Pemerintah Kota Pekanbaru. *Jurnal Niara*, 14(1), 228–241. <https://doi.org/10.31849/niara.v14i1.4047>
- Saputra, T. D. (2023). Efektifitas Penerapan Sistem Merit dalam Penyelenggaraan Manajemen Aparatur Sipil Negara pada Instansi Pemerintah (Studi Kasus Kementerian Hukum dan Ham Republik Indonesia). *Syntax Literate; Jurnal Ilmiah Indonesia*, 8(3), 2063–2074. <https://doi.org/10.36418/syntax-literate.v8i3.11505>
- Setiawan, I. (2023). Analysis of Employee Competency Development. *Jurnal MSDA/Jurnal MSDA (Manajemen Sumber Daya Aparatur)*, 11(2), 14–35. <https://doi.org/10.33701/jmsda.v11i2.3311>
- Sibarani, T. (2023). Competency Development of Functional Position Supervisors of Regional Government Implementation through Coaching Model. *Riwayat: Educational Journal of History and Humanities*, 6(4), 2404–2418. <https://doi.org/10.24815/jr.v6i4.34577>
- Suryanto, A., Prasetyo, A. G., Nurdin, N., & Aswad, M. (2023). The Reform of Apparatus Competence Development in Indonesia: Improving the Implementation System and the Implementing Actors. *Information Sciences Letters*, 12(4), 1307–1317. <https://digitalcommons.aaru.edu.jo/isl/vol12/iss4/45/>

Proceeding 2nd Medan International Economics and Business

Volume 2, Issue 1, 2024

“Human Resource Transformation and Collaborative Innovation to Build Independent and Competitive Business in the Digital Era”

- Tarigan, A. K. M., Samsura, D. A. A., Sagala, S., & Pencawan, A. V. M. (2017). Medan City: Development and governance under the decentralisation era. *Cities*, *71*, 135–146. <https://doi.org/10.1016/j.cities.2017.07.002>
- Yusuf, R. R., Rahayu, N. S., Nugroho, A., & Khaerunnisa, D. (2023). Peningkatan Sistem Merit Melalui Manajemen Pengembangan Kompetensi Terintegrasi Berbasis Teknologi Informasi Di Pemerintah Kabupaten Garut. *Swarna*, *2*(4), 426–433. <https://doi.org/10.55681/swarna.v2i4.476>